

## Tallahassee-Leon County Planning Commission

Date of Meeting: February 11, 2004  
Date Submitted: February 6, 2004

To: Tallahassee-Leon County Planning Commission.

From: Wayne Tedder, AICP, Director, Tallahassee-Leon County Planning Department

Subject: Public Hearing on a proposed Quail Ridge PUD Concept Plan  
RZ #405

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### **Statement of Issue:**

The purpose of the proposed ordinance is to amend the Official Zoning Map to change the zone classification from the M-1 Light Industrial Zoning District to the PUD Zoning District on 13.5 acres +/- located on the east side of Capital Circle Northwest, near Gum Road, approximately ½ mile south of U.S. Highway 90 (Tennessee Street) and to establish a concept plan governing the future development of the subject property. The property owner is Kornegay, et al; the applicant/optionee is the Cornerstone Group; the agent is Poole Engineering and Surveying, Inc. Consulting is the agent. A general location map is included as Attachment #1.

### **Background:**

- This application for a Planned Unit Development concept plan was submitted in December, 2003. Per request of the applicant, this application is being processed on an expedited basis, pursuant to Statutory requirements and Objective 1.2 of the Housing Element of the *Tallahassee-Leon County Comprehensive Plan*, requiring expedited review of applications for affordable housing.
- Staff provided comments and recommendations to the applicant at a Technical Staff Review meeting on this application, held December 17, 2003.
- On January 21, 2004, the Development Review Committee (DRC) met to review this application. The DRC voted 3-0 to recommend that the application be denied. The DRC's recommendation was based primarily on the findings and recommendation of the Planning Department regarding the potential for land use incompatibility given that the application would allow residential development within an area largely developed with light industrial uses. The DRC also noted that their recommendation to deny the application and maintain the M-1 light industrial zoning for the subject property was consistent with the absence of any policy direction supporting the transition of land use in the area to a more residential character or even to uses more complimentary with residential use.

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- The DRC noted that the ultimate authority to approve or deny the application rested with the Board of County Commissioners and that the Board had the authority, as well, to establish policy direction for a change in land use in the area (for example, through an amendment to the Future Land Use Map or adoption of a policy calling for the residential redevelopment of the area).
- During the course of reviewing this application, the DRC noted that the applicant may wish to review County records in an effort to locate policy directives or other action in support of changing the land use character of the area in the vicinity of the subject site. #23 - #27 in the Analysis section below, provide detailed analysis of this issue.

**Analysis:**

1. The Analysis section primarily reflects the findings of the Planning Department as embodied in its report to the DRC. The Department of Growth and Environmental Management's report recommended approval of the application subject to conditions; as such, the findings cited therein generally were not consistent with the basis for the DRC's recommendation to deny the application and generally omitted from this analysis (although, the entirety of both the Department of Growth and Environmental Management's report and the Planning Department's report to the DRC are included here as Attachment #2). The Department of Public Works did not provide a written report to the DRC, instead verbally citing for the record that the main issues at this stage of the proposed development, compatibility and land use planning, did not fall within their primary jurisdiction (and they therefore deferred comments and findings on these issues to others).
2. Section 10-915(e), *Leon County Code*, establishes the criteria for review and approval of Planned Unit Development Applications. The three criteria are:
  - 1) consistency with the Tallahassee-Leon County Comprehensive Plan;
  - 2) consistency with all other ordinances adopted by Leon County; and,
  - 3) consistency with the purpose and intent of the Planned Unit Development district:
    - a. Promote more efficient and economic uses of land.
    - b. Provide flexibility to meet changing needs, technologies, economics, and consumer preferences.
    - c. Encourage uses of land which reduce transportation needs and which conserve energy and natural resources to the maximum extent possible.
    - d. Preserve to the greatest extent possible, and utilize in a harmonious fashion, existing landscape features and amenities.
    - e. Provide for more usable and suitably located recreational facilities, open spaces and scenic areas, either commonly owned or publicly owned, than would otherwise be provided under a conventional zoning district.
    - f. Lower development and building costs by permitting smaller networks of utilities and streets and the use of more economical building types and shared facilities.
    - g. Permit the combining and coordinating of land uses, building types, and building relationships within a planned development, which otherwise would not be provided

under a conventional zoning district.

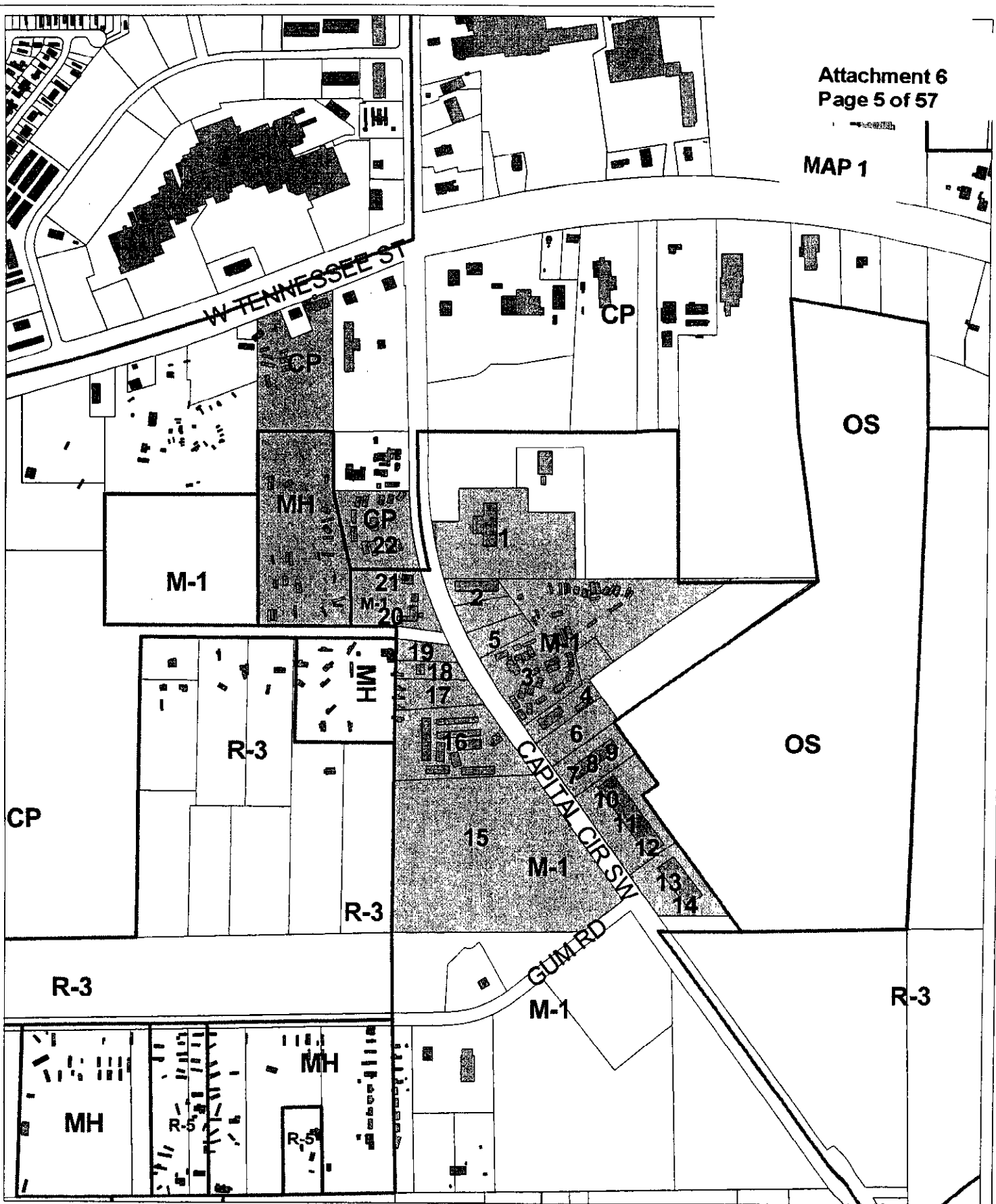
3. The proposed Planned Unit Development district (PUD) would be located within an area presently within the M-1 Light Industrial zoning district, in immediate proximity to several light industrial establishments. Table 1, below, lists these establishments and the date of most recent on site construction. Map #1 illustrates the location of these establishments in relationship to the proposed PUD.
4. Given recent development history of the immediate area (see Table 1), it appears that the "strip" along Capital Circle, presently zoned M-1 and including the subject site, will continue to be developed with light industrial land uses (some of them of considerable size).
5. The Planning Department is aware of no indication, either implicit or explicit, stating or suggesting that the area within the M-1 district surrounding the subject site will transition to residential uses; that this area is conducive for residential development; or that the Board intends this area to be redeveloped in such a manner.
6. The Planning Department is aware of no indication, either implicit or explicit, stating or suggesting that the land use on adjacent or nearby parcels is presently undergoing or will soon be in transition to residential land uses or to land uses compatible with residential land uses.
7. The trend, to date, within the M-1 district surrounding and including the subject site has been development with new light industrial and moderately-intensive to intensive non-residential land uses.
8. In accordance with §10-922.5, *Leon County Land Development Code*, the M-1, CP, MR-1, and OS zoning districts implement the "Suburban Corridor Land Development Pattern" (see Policy 1.7.7, Future Land Use Element, *Tallahassee-Leon County Comprehensive Plan*, included as Attachment #3). The intent of the Suburban Corridor Development Pattern is to: "accommodate existing development patterns representing a broad range of commercial, light industrial, and office uses which typically serve a regional or sub-regional population." In accordance with §10-922.5, *Leon County Land Development Code*, the M-1 and OS zoning districts implement the "Light Industrial Land Development Pattern" (see Policy 1.7.9, Future Land Use Element, *Tallahassee-Leon County Comprehensive Plan*, included as Attachment #4). The intent of the Light Industrial Development Pattern is to: "provide areas for industrial and warehousing activities, including storage, service commercial, office and assembly activities. ...regulations implementing this development pattern will preclude non-light industrial uses which would limit or interfere with industrial development."
9. The location standard for the Light Industrial Development Pattern specifies:

"Areas within Mixed Use that are currently developed with industrial uses may be appropriate for zoning as light industrial. New areas within Mixed Use that may be appropriate for zoning as Light Industrial include: Areas proximate to interstate and intrastate highways and highways which connect to cities in adjacent counties; and Areas proximate to the Tallahassee Regional Airport or a railroad."

**Table 1: Existing Uses Along Capital Circle in Vicinity of Proposed Quail Ridge PUD**

#	Establishments Located on Corridor	Tax ID #	Address	Base Sq. Ft./ Aux. Sq. Ft.	Use	Year Built
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MAP 1

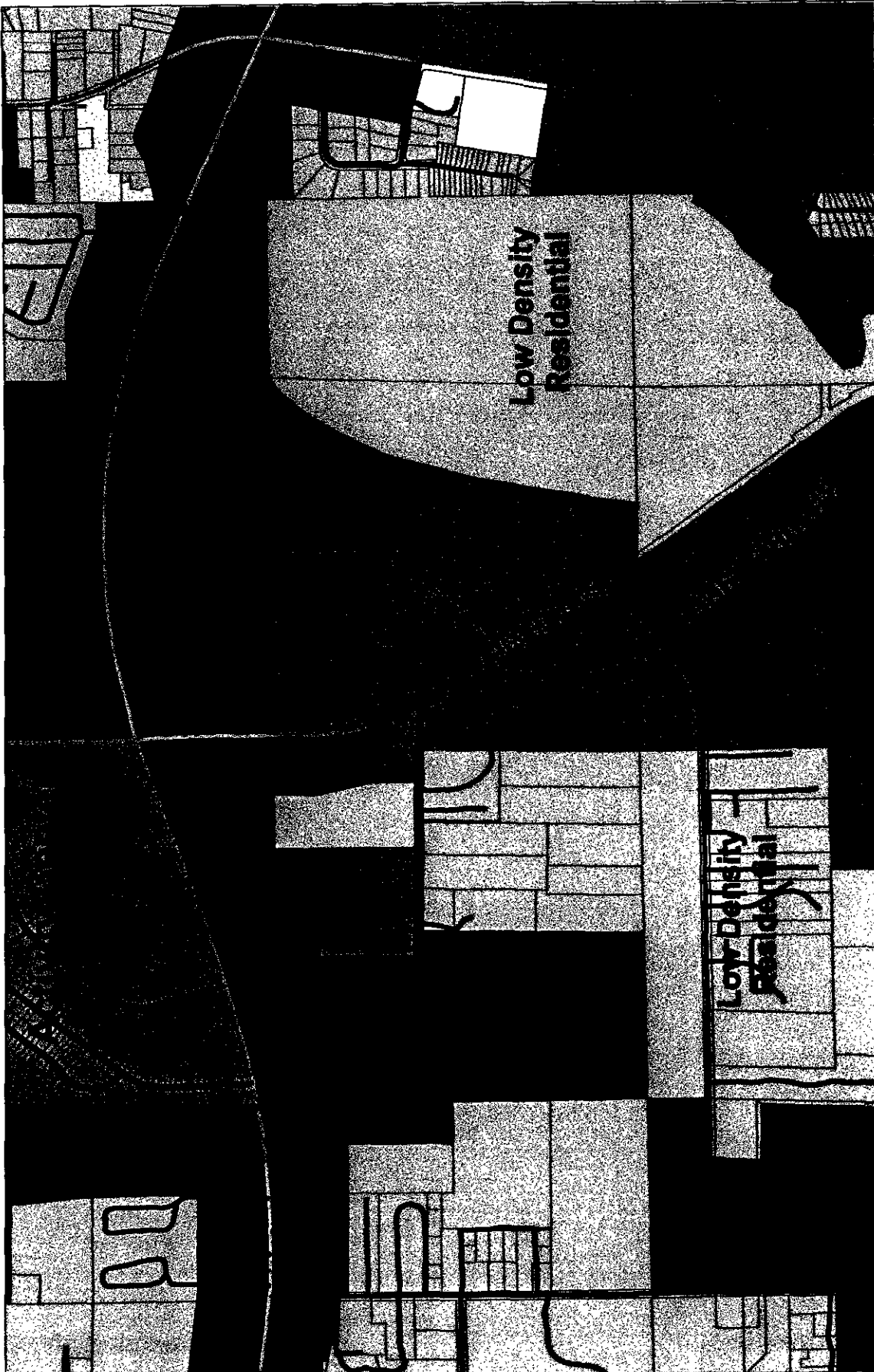


## Quail Ridge Proposed Rezoning Corridor



10. The subject site is in an area exemplifying the location standard for the Light Industrial Development Pattern (see Finding #8, above); there is a great degree of correspondence between the existing land uses in the area with the intent of the Light Industrial Development Pattern (see Finding #7, above) and significantly lesser agreement with the intent of the Suburban Corridor Development Pattern (also see Finding #7, above); therefore, the subject site and adjacent parcels represent the Light Industrial Development Pattern, and are not representative of the Suburban Corridor Pattern. Development Patterns are illustrated on Map #2.
11. The Suburban Corridor Pattern allows for residential land use, however, the Light Industrial Pattern does not; therefore, the proposed development order application/PUD proposing to allow residential uses is inconsistent with the *Tallahassee-Leon County Comprehensive Plan*, specifically, Policy 1.7.9 Future Land Use Element, *Tallahassee-Leon County Comprehensive Plan* (included as Attachment #2).
12. Light industrial and moderately-intensive to intensive non-residential land uses immediately adjacent to and within the immediate vicinity of the subject site would likely create land use impacts incompatible with a residentially-based PUD. These impacts include:
  - a) a traffic pattern characterized by high daily volume and very high peak volumes on the adjacent Capital Circle, with a substantial volume of round-the-clock truck traffic associated with adjacent properties and Capital Circle (increased noise, rumble, diesel exhaust, fugitive dust);
  - b) visual qualities/aesthetics of nearby sites (including storage, fencing, lighting,);
  - c) round-the-clock sound and vibration from neighboring industrial and other non-residential activities;
  - d) visual impacts/aesthetics of signage allowed (including billboards) in the immediate vicinity; and,
  - e) impacts from solid waste containers and other accessories associated with these uses.
13. Land use compatibility between the PUD and surrounding M-1 district would likely be reduced as well, due to the difference in aesthetic values inherent in the design embodied in the light industrial uses within the immediate vicinity of the subject site and those typically associated with standard residential housing. Some of the industrial design elements that may reduce compatibility include: fencing, particularly barbed-wire fencing; building architecture, pre-fabricated metal buildings, and quality of building maintenance; security lighting; outdoor storage; truck and heavy equipment parking; and, temporary outdoor waste storage.
14. The PUD Concept Plan proposes Type D buffering along the site's property boundaries but does not include any other development standards that could mitigate the incompatible impacts to future residents of the subject site arising from adjoining and nearby industrial uses.
15. The potential incompatibility posed by placing residential land use in the midst of a light industrial area is inconsistent with Policy 2.1.1 of the *Tallahassee-Leon County Comprehensive Plan*, in particular, with subsection 2.1.1, d), included as Attachment #5.

Map 2



## Quail Ridge Proposal Development Patterns

16. If approved and developed residentially, the PUD would impose additional landscape buffering requirements on adjacent properties within M-1 zoning district (when new or additional light industrial development occurs). Additionally, if approved and developed residentially, the PUD would impose additional screening standards for those uses within the adjacent M-1 zoning district that used outdoor storage: per §10-1231.7, *Leon County Land Development Code*, when adjoining a residential use, outdoor storage is permitted so long as screening is provided and screening is 100% opaque. Such screening may prove expensive to install if the residential development is built to three stories in height, the height limit for residential development proposed in the PUD Concept Plan..
17. Multifamily housing and “affordable housing” should be located in close proximity to mass transit service. TalTran Route #21 stops on Capital Circle and 90, approximately 2300 feet walking distance along Capital Circle from the subject site. There is no sidewalk linking the subject site with the transit stop. The pedestrian linkage between the subject site and the nearest transit stop is significantly longer than desired (i.e., quarter mile maximum, under typical conditions) and is unsafe (given the absence of a sidewalk and the absence of any physical barrier between vehicular traffic and pedestrian traffic).
18. If this application is approved and the PUD is developed residentially, a number of different future development scenarios could unfold within the area. All of these scenarios have significant implications and raise substantial policy issues for the Board. Sketches of two of the most likely, although antithetical, scenarios follow:

I) The subject site is developed residentially; the owners of adjacent/nearby light-industrial properties convert some or all of the M-1 district properties to residential land use as well. This scenario bodes well for the proposed use in that it increases the potential for adjoining properties to be developed with uses that are more compatible with the subject property and signifies a continuing market for residential land use in the area, encouraging reinvestment into the maintenance of the subject property. This scenario also increases the supply of housing stock within the urban services area. The potential downside is that an area exemplifying the ideal location for a light industrial land use is no longer available as a site for that land use. If this scenario unfolds and residential development bids out light industrial development, industrial establishments leasing/renting may be forced to relocate, pay higher rents, or both. Relocation of these light industrial uses to other locations in the county or region may impose other costs to the business owners or the consumers of their services and potentially result in the loss of local jobs.

II) The subject site is developed residentially; the owners of adjacent/nearby light-industrial properties continue to maintain and expand the industrial development within the M-1 district. This scenario does not bode well for the proposed use in that nearby and adjoining properties are likely to be developed in a fashion that is less compatible with the subject property. The property is eligible for and the property owner utilizes accelerated depreciation schedules; the property owner recognizes a lack of market demand for residential development in the “micro-area” and potential renters see the location as unattractive. As a result, maintenance in the property is minimal, awaiting conversion and redevelopment to a non-residential use. The resident renter population of the subject site is composed of those that cannot afford to reside in more preferable



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locations. The resident population resides in area physically detached from any other complimentary land uses and surrounded by growing industrial development, in essence they are walled in, consistent with the original definition of the word "ghetto." In this scenario, impacts to the industrial tenants and property owners would be inconsequential (except for any additional buffering costs imposed if adjoining the subject site). There are obvious downsides to creating a socially isolated residential enclave, including complaints from future residents to elected officials in response to proposals to expand industrial development in the immediate area.

19. Both scenarios outlined above are hypothetical extrapolations forecasting potential ad hoc market responses to the approval of this application. Unless and until such time as a more explicit 'plan' is provided to guide the redevelopment of the area, no greater surety as to which of these scenarios can be provided. As noted above, both of these scenarios, as well as other responses from the market and the community, raise a number of policy issues that have not been addressed.
20. The "Summary" of the PUD document specifies that the application will contribute to the revitalization of an area which has historically been developed as light industrial along with substandard housing. The application does not indicate, nor is staff aware of the location of substandard housing in the vicinity of the subject site.
21. The proposed development standards provide a minimum front setback of 15 feet, inconsistent with the Special Roadway Setback and the PUD Concept Plan.
22. The proposed side interior setback, 15 feet, would provide insufficient separation from adjoining light industrial uses – see Findings #12 and #13, above for amplification.
23. The Development Review Committee encouraged the applicant to review the record to determine if the "Gum Road Target Area Planning Committee" developed any recommendations for changing the nature of the land use in the area of the subject site and, if so, whether the Board implemented any through policy directives or other action.
24. The Gum Road Target Area Planning Committee (TAPC) was appointed by the Board in response to issues raised by property owners during the process of selecting the site for the Gum Road (solid waste) Transfer Station. The TAPC met 15 times since June 13, 2001. It provided its final report and recommendations to the Board at its workshop on April 30, 2002. The TPAC report is included as Attachment #6. The following Land Use/Concurrency/Zoning recommendations were included:
  - Waive development fees for Comp Plan amendments, rezoning, subdivision, site plans and permit fees for developments within the Target Area
  - Adopt a Western Strategy for the Target Area as shown in Text Amendment and map amendment
  - Research the feasibility of implementing an Enterprise Zone for the Target Area
  - Explore the application of Transfer of Development Rights (TDR) allowing for the transference of development rights within the Target Area
  - Monitor economic development in the Target Area for compliance with the Targeted Business Pilot Program.
25. Among recommendations regarding transportation, the TPAC offered a proposed amendment to the Transportation Element of the *Tallahassee-Leon County Comprehensive Plan* for purposes of relaxing transportation concurrency requirements in the area for projects in the "Western Strategy Area" (from the text this appears to be synonymous with the "Target Area") that "encourage quality land development and redevelopment which results in increased population growth

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toward the western part of the Tallahassee urban services area, to retain and increase employment opportunities, and to attain an income mix in the Western Strategy Area that is comparable to the remainder of the urbanized County."

26. According to the accompanying map in the TPAC report, Capital Circle forms the eastern boundary of the "Western Strategy Area/Target Area." As the subject site is located on the eastern side of Capital Circle, it is located immediately outside of the boundaries of this area.
27. The Board unanimously accepted the recommendations of the TPAC at this meeting regarding Land Use/Concurrency/Zoning and Transportation (as well some other issues). The Board subsequently ratified this action at its meeting of May 28, 2003 (agenda request verifying ratification provided as Attachment #7).
28. The proposed *Comprehensive Plan* amendment was never submitted nor can staff find documentation of any other subsequent Board action to implement the TPAC's recommendations pertaining to Land Use/Concurrency/Zoning and Transportation.

#### **Development Review Committee Recommendation:**

The Development Review Committee recommends that this application be denied, based upon the findings cited above.

#### **Response to Notice:**

Both the Planning Department and the Department of Growth and Environmental Management noticed this application consistent with the requirements of the Florida Statutes and the *Leon County Land Development Code*. Staff received no responses to these notices.

#### **Attachments:**

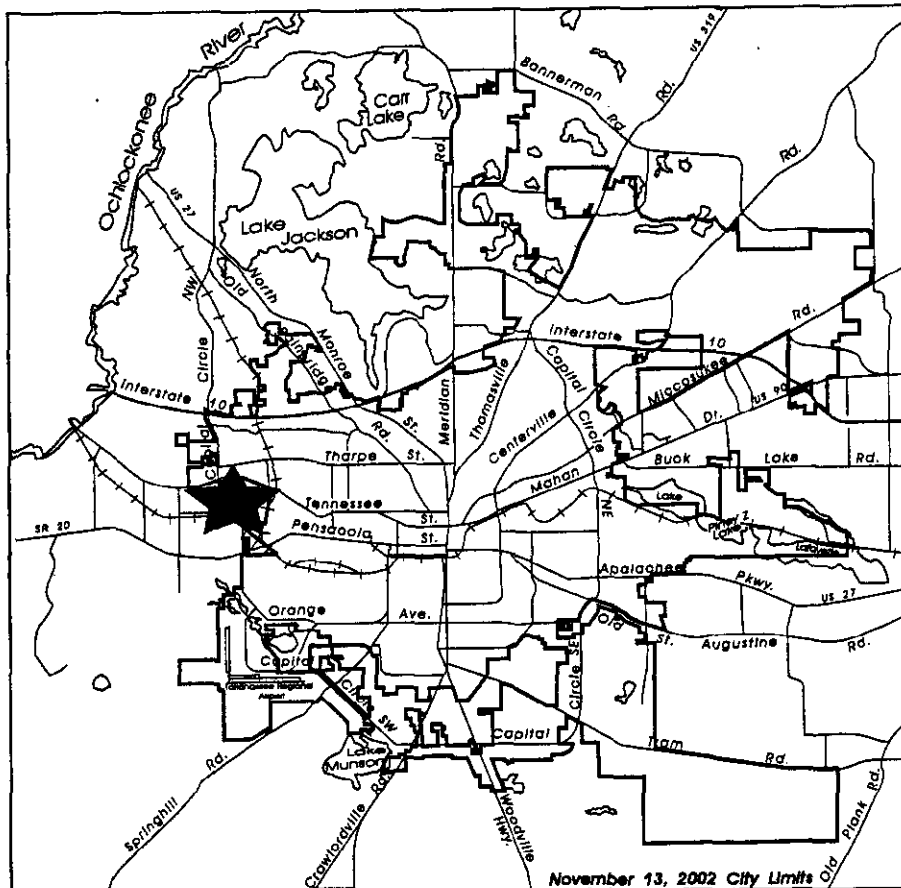
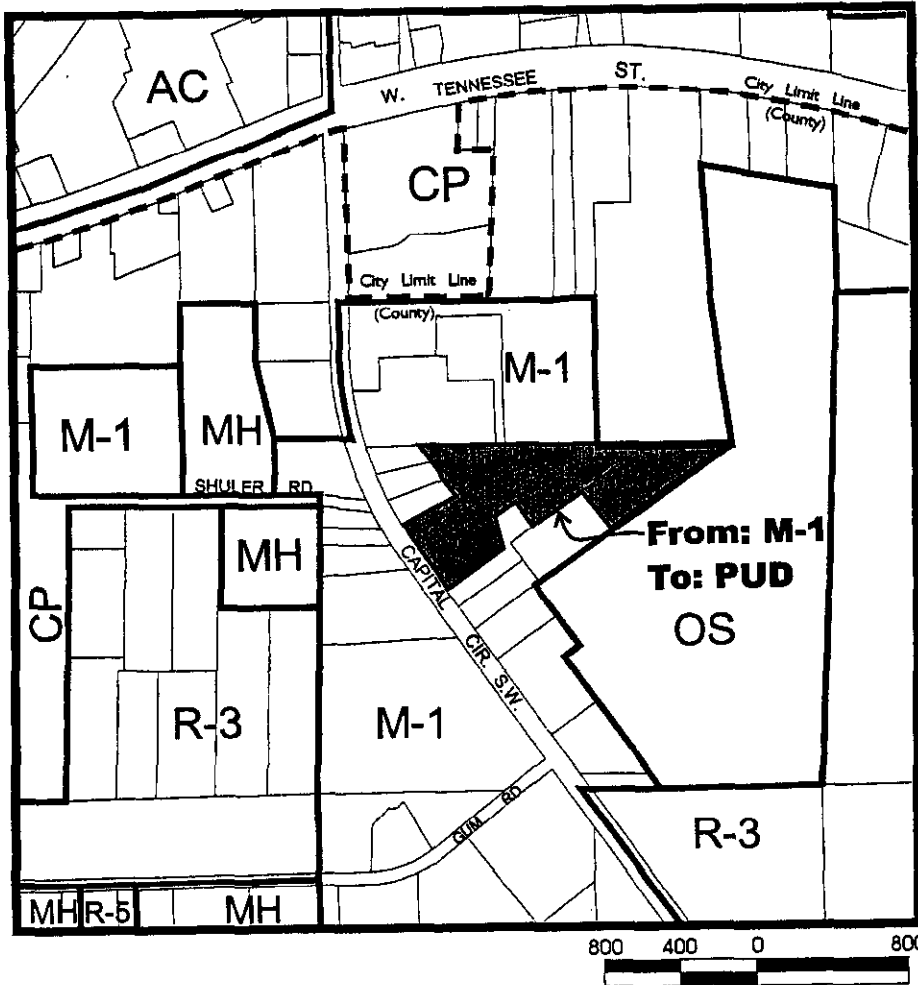
- #1: Location Map
- #2: Development Review Committee Reports from the Tallahassee-Leon County Planning Department and the Department of Growth and Environmental Management
- #3: Policy 1.7.7, Land Use Element, Tallahassee-Leon County Comprehensive Plan, Suburban Corridor Development Pattern
- #4: Policy 1.7.9, Land Use Element, Tallahassee-Leon County Comprehensive Plan, Light Industrial Development Pattern
- #5: Policy 2.1.1, Land Use Element, Tallahassee-Leon County Comprehensive Plan
- #6: Gum Road Target Area Planning Committee Final Report
- #7: Leon County Board of County Commissioners Agenda Request #24, May 28, 2002, Ratifying acceptance of the Gum Road Target Area Planning Committee Final Report at its April 30, 2002 workshop.

#### **Maps:**

- Map #1: Existing land use within the vicinity of the proposed PUD.
- Map #2: Development Patterns within the vicinity of the proposed PUD.

# QUAIL RIDGE REZONING

Attachment 6  
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GENERAL LOCATION MAP

**TALLAHASSEE-LEON COUNTY PLANNING DEPARTMENT  
MEMORANDUM**

**TO:** David McDevitt, Development Services  
Weldon Richardson, Development Services  
Leon County Department of Growth and Environmental Management  
**FROM:** Adam Antony Biblo, Acting Land Use Supervisor/Current Planning Division  
Tallahassee-Leon County Planning Department  
**DATE:** January 14, 2004  
**SUBJECT:** Comments for DRC Meeting of January 21, 2004 on Quail Ridge PUD Concept Plan

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**Findings:**

1. Section 10-915(e), *Leon County Code*, establishes the criteria for review and approval of Planned Unit Development Applications. The three criteria are:
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5. Given recent development history of the immediate area (see Table 1), it appears that the "strip" along Capital Circle, presently zoned M-1 and including the subject site, will continue to be developed with light industrial land uses (some of them of considerable size).

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  14. The potential incompatibility posed by placing residential land use in the midst of a light industrial area is inconsistent with Policy 2.1.1 of the *Tallahassee-Leon County Comprehensive Plan*, in particular, with subsection 2.1.1, d), included as Attachment #3.
  15. If approved and developed residentially, the PUD would impose additional landscape buffering requirements on adjacent properties within M-1 zoning district (when new or additional light industrial development occurs). Additionally, if approved and developed residentially, the PUD would impose additional screening standards for those uses within the adjacent M-1 zoning district that used outdoor storage: per §10-1231.7, *Leon County Land Development Code*, when adjoining a residential use, outdoor storage is permitted so long as screening is provided and screening is 100% opaque. Such screening may prove expensive to install if the residential development is built to three stories in height, the proposed height limit for residential development in the PUD.
  16. Multifamily housing and "affordable housing" should be located in close proximity to mass transit service. TalTran Route #21 stops on Capital Circle and 90, approximately 2300 feet walking distance along Capital Circle from the subject site. There is no sidewalk linking the subject site with the transit stop. The pedestrian linkage between the subject site and the nearest transit stop is significantly longer than desired (i.e., quarter mile maximum, under typical conditions) and is unsafe (given the absence of a sidewalk and the absence of any physical barrier between vehicular traffic and pedestrian traffic).
  17. If this application is approved and the PUD is developed residentially, a number of different future development scenarios could unfold within the area. All of these scenarios have significant implications and raise substantial policy issues for the Board. Sketches of two of the most likely, although antithetical, scenarios follow:

I) The subject site is developed residentially; the owners of adjacent/nearby light-industrial properties convert some or all of the M-1 district properties to residential land use as well. This scenario bodes well for the proposed use in that it increases the potential for adjoining properties to be developed with uses that are more compatible with the subject property and signifies a continuing market for residential land use in the area, encouraging reinvestment into the maintenance of the subject property. This scenario also increases the supply of housing stock within the urban services area. The potential downside is that an area exemplifying the ideal location for a light industrial land use is no longer available as a site for that land use. If this

scenario unfolds and residential development bids out light industrial development, industrial establishments leasing/renting may be forced to relocate, pay higher rents, or both. Relocation of these light industrial uses to other locations in the county or region may impose other costs to the business owners or the consumers of their services and potentially result in the loss of local jobs.

II) The subject site is developed residentially; the owners of adjacent/nearby light-industrial properties continue to maintain and expand the industrial development within the M-1 district. This scenario does not bode well for the proposed use in that nearby and adjoining properties are likely to be developed in a fashion that is less compatible with the subject property. The property is eligible for and the property owner utilizes accelerated depreciation schedules; the property owner recognizes a lack of market demand for residential development in the "micro-area" and potential renters see the location as unattractive. As a result, maintenance in the property is minimal, awaiting conversion and redevelopment to a non-residential use. The resident renter population of the subject site is composed of those that cannot afford to reside in more preferable locations. The resident population resides in area physically detached from any other complimentary land uses and surrounded by growing industrial development, in essence they are walled in, consistent with the original definition of the word "ghetto." In this scenario, impacts to the industrial tenants and property owners would be inconsequential (except for any additional buffering costs imposed if adjoining the subject site). There are obvious downsides to creating a socially isolated residential enclave, including complaints from future residents to elected officials in response to proposals to expand industrial development in the immediate area.

18. Both scenarios outlined above are hypothetical extrapolations forecasting potential ad hoc market responses to the approval of this application. Unless and until such time as a more explicit 'plan' is provided to guide the redevelopment of the area, no greater surety as to which of these scenarios can be provided. As noted above, both of these scenarios, as well as other responses from the market and the community raise a number of policy issues that have not been addressed.
19. The purpose and intent of the PUD [(a)5. in PUD document] specifies that the application will eliminate a light industrial use, however, the list of proposed uses includes both manufactured home sales and warehousing, two intensive uses allowed within the M-1 district, the latter generally considered the primary use intended within the M-1 district.
20. The purpose and intent of the PUD [(a)7. in PUD document] specifies that the application will permit the combining of land uses; that such flexibility would not be allowed through conventional zoning. The application does not include any apparatus, however to facilitate any synergy between different uses, or even to facilitate compatibility between these uses.
21. The "Conceptual Development Plan Review" included in the PUD document specifies that the entire Component "A" must either be developed with *residential* or *non-residential uses*. The application does not clarify which of the uses proposed as principal uses in Component "A," are to be construed as *residential* or *non-residential uses*. The following two principal uses, in particular, require such classification: "day care centers;" and, "nursing homes and residential care facilities."
22. The "Summary" of the PUD document specifies that the application will contribute to the revitalization of an area which has historically been developed as light industrial along with substandard housing. The application does not indicate, nor is staff aware of the location of substandard housing in the vicinity of the subject site.



23. The proposed development standards provide a minimum front setback of 15 feet, inconsistent with the Special Roadway Setback and the PUD Concept Plan (which does indicate the Special Roadway Setback).
24. The Maximum Building Size Restrictions included in the proposed development standards provides an inaccurate and inappropriate cross-reference to "subsection 10.6.RR.2, above."
25. The proposed side interior setback, 15 feet, would provide insufficient separation from adjoining light industrial uses – see Findings #11 and #12, above for amplification.
26. General Note #4 appearing under the Development Standards proposed for Component "A" refers to *cluster development*, however, no other references appear within the Concept Plan or application alluding to cluster development or establishing applicable standards for cluster development on site.

**Planning Department Recommendation:**

The Planning Department recommends that this application be denied, based upon the findings cited above.

**Attachments:**

- #1: Policy 1.7.7, Land Use Element, Tallahassee-Leon County Comprehensive Plan, Suburban Corridor Development Pattern
- #2: Policy 1.7.9, Land Use Element, Tallahassee-Leon County Comprehensive Plan, Light Industrial Development Pattern
- #3: Policy 2.1.1, Land Use Element, Tallahassee-Leon County Comprehensive Plan

**Maps (Provided Separately):**

- Map #1: Existing land use within the vicinity of the proposed PUD.  
Map #2: Development Patterns within the vicinity of the proposed PUD.

**Attachment #1: Policy LU 1.7.7 Suburban Corridor Development Pattern**

**INTENT** - The Suburban Corridor development pattern is intended to accommodate existing development patterns representing a broad range of commercial, light industrial, and office uses which typically serve a regional or sub-regional population. Office use, and commercial use up to 200,000 square feet per parcel is allowed. Medium density residential use is also appropriate within this development pattern in order to promote a living working environment and make efficient use of infrastructure. It is also intended that community facilities (Recreation, Community Services and Light and Heavy Infrastructure) be allowed. Suburban Corridors are characterized by a linear pattern of single use development along arterial roadways, low floor area ratios and large impervious surface parking areas which are generally larger than the use that they serve. This pattern of development makes inefficient use of infrastructure and has a disproportionate impact upon the environment. Increases in land area zoned for the Suburban Corridor to accommodate a single use development are inconsistent with the Comprehensive Plan, except for increases in areas zoned for Suburban Corridor which permit an allowed use with an existing structure to expand. The intent of this exception is to encourage the continued use of existing structures, rather than the relocation of business to outlying locations. Reusing existing single use sites for multiple use developments, adding new uses to single use sites and/or new multiple use developments in the Suburban Corridor that share parking facilities, have parking structures and/or have high floor area ratios shall be facilitated by Land Development Regulations.

**DENSITY/INTENSITY** - Nonresidential development shall not have a gross building area exceeding 25,000 square feet per acre. Residential use shall not exceed sixteen dwelling units per acre. Storage areas within buildings, warehouses, mini-warehouses and self storage facilities may have a gross floor area up to 50,000 square feet per acre.

**LOCATION** - Mixed Use A, B and C areas, which already exhibit the type of uses and intensity associated with the Suburban Corridor development pattern may be appropriate to be zoned Suburban Corridor. An increase in the area designated for Suburban Corridor may occur through limited expansion of the existing Suburban Corridors and through the establishment of new Suburban Corridors in Target Planning Areas (TPA) and Critical Planning Areas (CPA). In deciding whether to expand an existing Suburban Corridor, or to create a new suburban corridor in a TPA or CPA, the following criteria shall be considered: Lack of suitably located land which can accommodate the Suburban Corridor development pattern; and Access to arterials with high traffic volumes, surrounded by relatively low density and intensity uses, such as the Residential Preservation Future Land Use Category and Low Density Residential development pattern. Land Development Regulations shall establish access criteria for community facilities to assure their appropriate location. New Suburban Corridors in Target Planning Areas and Critical Planning Areas shall be designed to minimize access impacts upon arterial roadways and shall be designed to be compact rather than linear. Expanding existing or establishing new Suburban Corridors shall require demonstration that more than one land use will be included in the expansion area.

**ACCESS** - Areas zoned for the Suburban Corridor development pattern shall have access to an arterial roadway.

**Attachment #2: Policy LU 1.7.9 - Light Industrial Development Pattern**

**INTENT** - The Light Industrial development pattern is intended to provide areas for industrial and warehousing activities, including storage, service commercial, office and assembly activities. It is intended that regulations implementing this development pattern will preclude non-light industrial uses which would limit or interfere with industrial development. It is also intended that community facilities (Recreation, Community Services, Post Secondary Schools, and Light and Heavy Infrastructure) may be allowed in a manner which would ensure the protection of the allowable uses within and adjacent to this development pattern. Office use, and commercial use up to 10,000 square feet per parcel, is allowed.

**INTENSITY/DENSITY** - Nonresidential development shall not exceed 25,000 square feet of gross building area per acre. Residential use (intended for a watchman or guard) shall not exceed one dwelling unit per industrial use. Storage areas within buildings, warehouses, mini-warehouses and self storage facilities may have a gross floor area up to 50,000 square feet per acre.

**LOCATION** - Areas within Mixed Use that are currently developed with industrial uses may be appropriate for zoning as light industrial. New areas within Mixed Use that may be appropriate for zoning as Light Industrial include: Areas proximate to interstate and intrastate highways and highways which connect to cities in adjacent counties; and Areas proximate to the Tallahassee Regional Airport or a railroad.

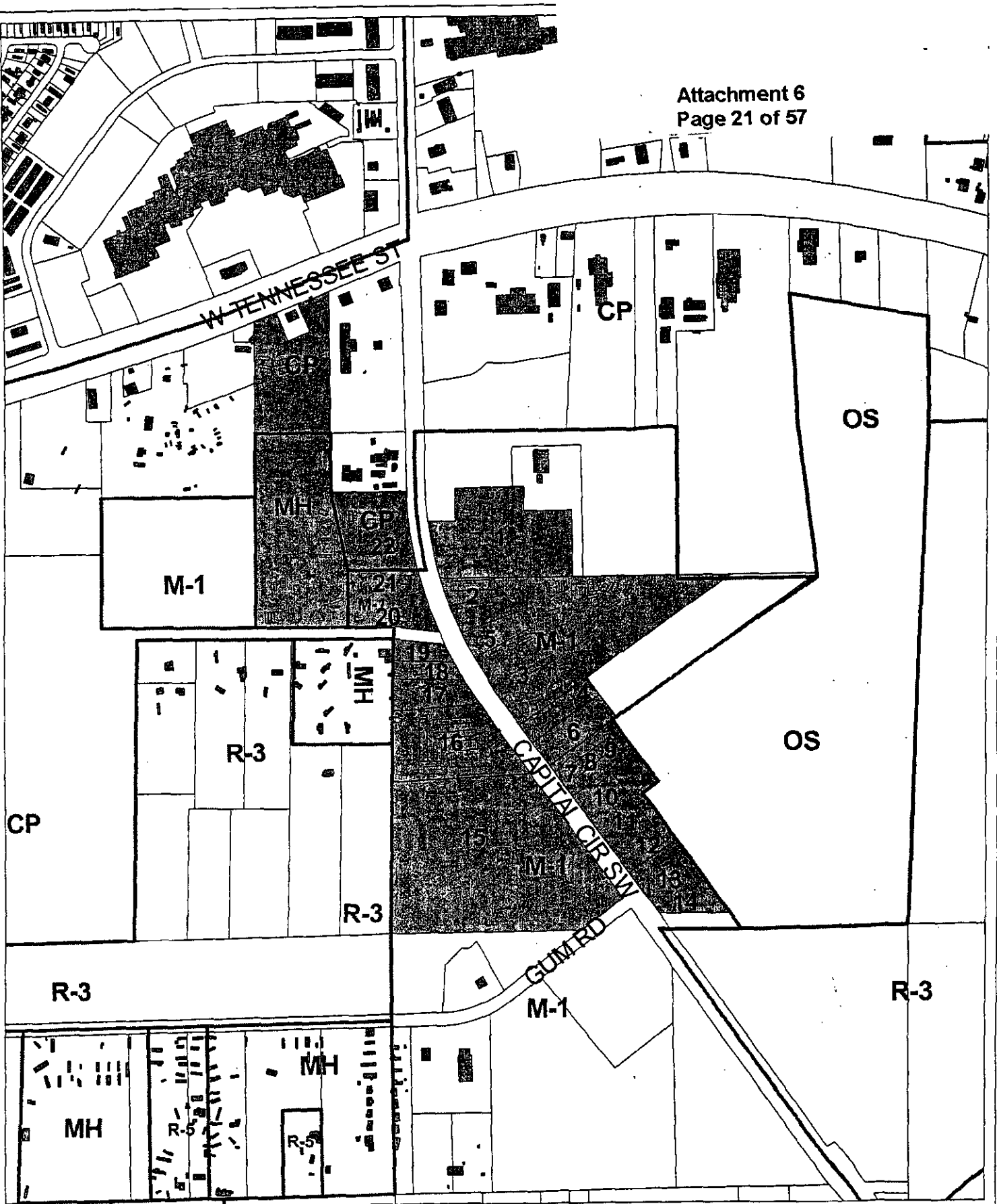
**ACCESS** - Areas zoned for the Light Industrial development pattern shall have access to an arterial roadway.

### Attachment 3

**Policy 2.1.1, Land Use Element, Tallahassee-Leon County Comprehensive Plan**

Protect existing residential areas from encroachment of incompatible uses that are destructive to the character and integrity of the residential environment. Comprehensive Plan provisions and Land Development Regulations to accomplish this shall include, but are not limited to:

- a) Inclusion of a Residential Preservation category on the Future Land Use Map.
- b) Limitations on future commercial intensities adjoining low density residential areas. Such limitations are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the commercial uses and the low density residential uses; are to discourage commercial vehicular traffic on low density residential streets; and are to allow only those commercial activities which are compatible with low density residential development in terms of size and appearance.
- c) Limitations on future higher density residential adjoining low density residential areas. Such limitations are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the higher density residential uses and the low density residential uses; are to discourage vehicular traffic to and from higher density residential uses on low density residential streets.
- d) Limitations on future light industry adjoining low and medium density residential areas. Such limitations are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the light industrial uses and the low density residential uses; and are to discourage vehicular traffic to and from the light industrial uses on streets which are accessed by residential uses.
- e) Preclusion of future heavy industrial adjoining any residential area.
- f) Additional development requirements for allowed community facilities when adjoining low density residential areas, except for cemeteries or religious facilities to be used solely for religious functions. Such development requirements will also apply if ancillary facilities are proposed in conjunction with religious facilities, and are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the community facilities and the low density residential uses; are to discourage vehicular traffic to and from the community facilities on low density residential streets.



## Quail Ridge Proposed Rezoning Corridor



Existing Land Uses



Development  
Patterns

## Quail Ridge Proposed Zoning Corridor Study

**LEON COUNTY  
GROWTH AND ENVIRONMENTAL MANAGEMENT DEPARTMENT  
DEVELOPMENT REVIEW COMMITTEE STAFF REPORT**

STAFF RECOMMENDATION:     *APPROVAL WITH CONDITIONS*

PROJECT NAME:               **Quail Ridge PUD**

APPLICANT:                  The Cornerstone Group  
                                  **2029 Morning Dove Road**  
                                  **Tallahassee, FL 32312**  
                                  **(850) 591-0856**

AGENT:                      Poole Engineering & Surveying, Inc.  
                                  **2145 Delta Blvd., Suite 100**  
                                  **Tallahassee, FL 32303**  
                                  **(850) 386-5117**

**SUMMARY OF THE APPLICATION:**

The Cornerstone Group is proposing a 160 unit affordable housing project. Though the project will meet the criteria for affordable housing, government standards including the architectural appeal, landscaping, and amenity package is complimentary to a garden apartment project. While the proposed PUD does not limit the use to affordable housing, we submit the introduction of multi-family in this general area to contribute to the revitalization of an area which has historically been developed as light industrial along with substandard housing. The subject property is served by the City of Tallahassee sewer, water and electric utilities.

---

DATE OF DRC MEETING:       January 21, 2004

DATE OF PRE-APP:            N/A

DATE OF TECHNICAL  
STAFF REVIEW:                December 17, 2003

STAFF PLANNER:              Weldon Richardson, Planner II

TAX ID#:                      21-29-20-606-000-0, 21-29-16-000-000-1

PARCEL SIZE:                 13.47 acres +/-

LOCATION:                      1055 Capital Circle NW  
ROADWAY ACCESS:              Capital Circle NW (Principal Arterial)

Quail Ridge PUD  
January 21, 2004  
Page 2

ZONING DISTRICT: M-1 (Light Industrial)

FUTURE LAND USE: Mixed Use B

INSIDE/OUTSIDE  
URBAN SERVICES AREA: Inside

ZONING PATTERN: North: Light Industrial  
South: Light Industrial  
East: Light Industrial  
West: Open Space

ADJOINING EXISTING  
LAND USES: North: Ralph Roberts Trust  
East: Open Space  
West: Erwins Garage Inc.  
South: Korngey Warehouses

PERMITTED USE  
VERIFICATION: *VC030150*

**Planned Unit Development Concept Plan Review Criteria:** In deciding whether to approve, approve with conditions, or deny a site plan, the Development Review Committee shall determine pursuant to Section 10-1480, Type D Review:

- (a) Whether the PUD concept plan requirements set forth in the Subdivision regulations have been met;
- (b) Whether the applicable criteria of the Environmental Management Act have been met;
- (c) Whether the standards and requirements of the zoning code have been met; and
- (d) Whether the requirements of other applicable regulations or ordinances which impose specific requirements on the proposed development have been met.

**Growth and Environmental Management Department Staff Findings:** The staff is generally responsible for reviewing site plan application to ensure that the application meets the applicable requirements set forth in the Zoning, Site Plan, and Subdivision Regulations (Section 10 of the Leon County Code of Laws).

Pursuant to the review criteria identified in Section 10-1480, Type D Review, the Growth and



Quail Ridge PUD  
January 21, 2004  
Page 3

Environmental Management Department findings are as follows:

Concurrency (Section 10-140):

The applicant must apply for a concurrency determination at the time of Development Review Committee submittal. Contact Brian Waterman (850) 488-9300, Concurrency Management, to determine if there will be any problems in obtaining a concurrency certificate for the proposed Planned Unit Development.

Zoning District Issues (Section 10-1231):

The subject parcel is located in the (M-1) Light Industrial zoning district and is inside the Urban Service Area. A Planned Unit Development rezoning and concept plan is proposed for this property.

Commercial Site Location Standards (Section 10-922):

Not applicable.

Buffer Zone Standards (Section 10-923):

Landscaping and Buffering are addressed as general development standards in the PUD concept plan.

Conservation/Preservation Area (Section 10-953, 973, 974).

A Natural Features Inventory (NFI) for the proposed development has been completed and approved conditionally. A Environmental Impact Analysis (EIA) will not be required for the proposed Planned Unit Development.

Canopy Road Overlay District (Section 10-957):

N/A

Parking and Loading Requirements (Division 7, Section 10-1028):

Non-residential parking is required per the Leon County Code requirements. Residential parking is required at a range of 0.8 to 1.2 spaces per bedroom. Applications to the Parking Standards Committee may considered. ADA requirements shall be met.

Accessory Structures (Section 10-1102):

Accessory structures must be located at least seven and one half feet from the property line, and a minimum of six feet from any other structure. They may not be located in a buffer or landscape area, nor in the front or side corner yard. Any proposed accessory structures must be shown in the concept development plan, and shall be included in all calculations of pervious and impervious areas. No accessory structures are proposed for this site and development plan. Accessory structures for individual lots will be addressed at permitting.

Development Standards (Sections 10-1209):

The following design criteria for the Quail Ridge Concept Plan are as follows:

Minimum Lot Area: 10,000 square feet

Minimum Lot Width: 80 feet

Minimum Lot Depth: 100 feet

Minimum Building Setbacks:

	<u>Building</u>	<u>Parking</u>
Front	15 feet	0 feet
Side	15 feet	0 feet
Rear	15 feet	0 feet

Maximum Building Restrictions:

Not Applicable

Maximum Height: 3 stories

Special Roadway Setbacks (Section 10-1107):

The following minimum building setbacks shall be required along existing arterial and collector roadways designated for upgrading in the Tallahassee Leon County Transportation Improvement Program developed by the Metropolitan Planning Organization.

Quail Ridge PUD  
January 21, 2004  
Page 5

- 63 feet from the centerline of any proposed six-lane road inside the urban services area.

Permitted Use Verification (Section 10-1477):

The 10.47 acre parcel has an adopted Future Land Use designation of Mixed Use B, is currently zoned M-1 (Light Industrial) and is located inside the Urban Services Area. In order to redevelop the site for a 200 unit multi-family apartment complex the property must be rezoned consistent with Comprehensive Plan policies and, more specifically, the Future Land Use Element Objective 1.4.8 (Future Land Use Matrix). Innovative designs will be required in order to obtain approval of the proposed residential project because all development surrounding the site and in the vicinity is zoned/developed for light industrial uses. Zonings that maybe considered for this parcel to acheive the development of a 200 unit apartment complex include MR-1(Chapter 10, Article X, Division 9, Section 10-1220), OR-2 (Section 10-1222), and OR-3 (Section 10-1223) or by applying for PUD zoning and submitting a site plan. Depending on the course taken, the development would only be permitted more than 16 units per acre, in other than a PUD zone, if the project qualifies as an affordable housing development. If developed as a PUD a Type D review will be required per Section 10-1480. The PUD shall comply with the provisions of Section 10-915 in addition to Section 10-1481. A Type A or Type B review, depending on the zoning, would be required if other than a PUD is proposed.

An environmental easement exists on the easterly and northern portion of the site. This area and other buffers will be required surrounding the property. Access to Capital Circle SW shall comply with Comp Plan policies (Transportation Element Objective 1.12).

Comprehensive Plan Issues:

The redevelopment of this currently developed site is consistent with the Comprehensive Plan, and it's encouragement of maximizing the potential of infill sites with access to existing facilities.

Deviation from Development Standards (Article XI, Division 9)

None requested.

**Leon County Growth and Environmental Management Department:**

The Growth and Environmental Management Department recommends approval with conditions.

Quail Ridge PUD  
January 21, 2004  
Page 6

The recommendation is based on the above referenced findings and the incorporation of the following conditions into the site and development plan:

1. The Development Service Division recommends a Unity if Title be completed before final approval by the Board of County Commissioners.
2. Please provide a detail plan sheet indicating the location of proposed improvements including but not limited to proposed structures, parking areas, recreation features, and commercial structures/uses.
3. The unused well(s) must be properly abandoned by a licensed well contractor following Northwest Florida Management District guidelines (850) 539-5999. The NFWFMD inspection report will be required as proof of proper abandonment.
4. The geotechnical borings must be properly abandon. Borings less than 25 feet deep may be back-filled with the original or other clean soil. Borings deeper than 25 feet shall be grouted with neat cement from bottom to top. A signed statement from the geotechnical consultant that the borings have been properly abandoned will be considered adequate proof of action completion.

**Responses to Notification:**

24 notices mailed  
0 response returned  
0 returned as undeliverable

**Attachments:**

Attachment #1: *January 16, 2004 memorandum from Dawn Davis, Program Specialist Planning and Policy Development, Leon County School*  
Attachment #2: *January 16, 2004 memorandum from Michael Lindert, Aquifer Protection, City of Tallahassee*  
Attachment #3: *January 20, 2004 memorandum from Tony Biblo, Acting Land Use Supervisor, Tallahassee-Leon County Planning Department*  
Attachment #4: *January 2, 2004 memorandum from David Bright, Planning Manger Blueprint 2000*  
Attachment #5: *January 20, 2004 memorandum from Clay Carithers, Environmental*

Quail Ridge PUD  
January 21, 2004  
Page 7

Attachment #6      *Review Supervisor*  
*January 21, 2004 memorandum from Ken Will, Water Utilities City of*  
*Tallahassee*

**Attachment #3: Policy LU 1.7.7 Suburban Corridor Development Pattern**

**INTENT** - The Suburban Corridor development pattern is intended to accommodate existing development patterns representing a broad range of commercial, light industrial, and office uses which typically serve a regional or sub-regional population. Office use, and commercial use up to 200,000 square feet per parcel is allowed. Medium density residential use is also appropriate within this development pattern in order to promote a living working environment and make efficient use of infrastructure. It is also intended that community facilities (Recreation, Community Services and Light and Heavy Infrastructure) be allowed Suburban Corridors are characterized by a linear pattern of single use development along arterial roadways, low floor area ratios and large impervious surface parking areas which are generally larger than the use that they serve. This pattern of development makes inefficient use of infrastructure and has a disproportionate impact upon the environment. Increases in land area zoned for the Suburban Corridor to accommodate a single use development are inconsistent with the Comprehensive Plan, except for increases in areas zoned for Suburban Corridor which permit an allowed use with an existing structure to expand. The intent of this exception is to encourage the continued use of existing structures, rather than the relocation of business to outlying locations. Reusing existing single use sites for multiple use developments, adding new uses to single use sites and/or new multiple use developments in the Suburban Corridor that share parking facilities, have parking structures and/or have high floor area ratios shall be facilitated by Land Development Regulations.

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**LOCATION** - Mixed Use A, B and C areas, which already exhibit the type of uses and intensity associated with the Suburban Corridor development pattern may be appropriate to be zoned Suburban Corridor. An increase in the area designated for Suburban Corridor may occur through limited expansion of the existing Suburban Corridors and through the establishment of new Suburban Corridors in Target Planning Areas (TPA) and Critical Planning Areas (CPA). In deciding whether to expand an existing Suburban Corridor, or to create a new suburban corridor in a TPA or CPA, the following criteria shall be considered: Lack of suitably located land which can accommodate the Suburban Corridor development pattern; and Access to arterials with high traffic volumes, surrounded by relatively low density and intensity uses, such as the Residential Preservation Future Land Use Category and Low Density Residential development pattern. Land Development Regulations shall establish access criteria for community facilities to assure their appropriate location. New Suburban Corridors in Target Planning Areas and Critical Planning Areas shall be designed to minimize access impacts upon arterial roadways and shall be designed to be compact rather than linear. Expanding existing or establishing new Suburban Corridors shall require demonstration that more than one land use will be included in the expansion area.

**ACCESS** - Areas zoned for the Suburban Corridor development pattern shall have access to an arterial roadway.

**Attachment #4: Policy LU 1.7.9 - Light Industrial Development Pattern**

**INTENT** - The Light Industrial development pattern is intended to provide areas for industrial and warehousing activities, including storage, service commercial, office and assembly activities. It is intended that regulations implementing this development pattern will preclude non-light industrial uses which would limit or interfere with industrial development. It is also intended that community facilities (Recreation, Community Services, Post Secondary Schools, and Light and Heavy Infrastructure) may be allowed in a manner which would ensure the protection of the allowable uses within and adjacent to this development pattern. Office use, and commercial use up to 10,000 square feet per parcel , is allowed.

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**LOCATION** – Areas within Mixed Use that are currently developed with industrial uses may be appropriate for zoning as light industrial. New areas within Mixed Use that may be appropriate for zoning as Light Industrial include: Areas proximate to interstate and intrastate highways and highways which connect to cities in adjacent counties; and Areas proximate to the Tallahassee Regional Airport or a railroad.

**ACCESS** – Areas zoned for the Light Industrial development pattern shall have access to an arterial roadway.

**Attachment #5: Policy 2.1.1, Land Use Element, Tallahassee-Leon County Comprehensive Plan**

Protect existing residential areas from encroachment of incompatible uses that are destructive to the character and integrity of the residential environment. Comprehensive Plan provisions and Land Development Regulations to accomplish this shall include, but are not limited to:

- a) Inclusion of a Residential Preservation category on the Future Land Use Map.
- b) Limitations on future commercial intensities adjoining low density residential areas. Such limitations are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the commercial uses and the low density residential uses; are to discourage commercial vehicular traffic on low density residential streets; and are to allow only those commercial activities which are compatible with low density residential development in terms of size and appearance.
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- d) Limitations on future light industry adjoining low and medium density residential areas. Such limitations are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the light industrial uses and the low density residential uses; and are to discourage vehicular traffic to and from the light industrial uses on streets which are accessed by residential uses.
- e) Preclusion of future heavy industrial adjoining any residential area.
- f) Additional development requirements for allowed community facilities when adjoining low density residential areas, except for cemeteries or religious facilities to be used solely for religious functions. Such development requirements will also apply if ancillary facilities are proposed in conjunction with religious facilities, and are to result in effective visual and sound buffering (either through vegetative buffering or other design techniques) between the community facilities and the low density residential uses; are to discourage vehicular traffic to and from the community facilities on low density residential streets.



**Board of County Commissioners  
Leon County, Florida**

**Workshop on  
✓ Gum Road Target Area  
Planning Committee Final Report**

**2:00 p.m.  
April 30, 2002**

**Leon County Board of County Commissioner Chambers  
Leon County Courthouse, 5<sup>th</sup> Floor**

**Board of County Commissioners**  
**AGENDA REQUEST**  
Routing Slip

**Attachment 6**  
**Page 34 of 57**

After Agenda Request has been reviewed by all appropriate staff, please make sure that it is initialed by your Group Director on the first page then sent directly to Christine Coble, by noon on the Monday which is eight calendar days prior to the date of the Commission meeting. Agenda Items will not be accepted after that date and time unless specifically authorized and approved by a County Commissioner and/or the County Administrator.

**BE SURE TO LIST FAX NUMBERS ON THIS FORM**

Date Submitted:	April 23, 2002	Agenda Item for (Date):	April 30, 2002
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**Subject:** Target Area Planning Committee Workshop

**Public Hearing:** NO

**Suggested for:** Workshop

Reviewed By: ( <input checked="" type="checkbox"/> Check all that apply.)	Name (Signature)	Office	Fax
County Attorney <input type="checkbox"/>		487-1008	922-8916
OMB <input type="checkbox"/>		488-9775	488-1670
Purchasing <input type="checkbox"/>		488-6949	922-4084
MBE <input type="checkbox"/>		488-9962	488-1670
ITS <input type="checkbox"/>		488-5813	922-0099
Human Resources <input type="checkbox"/>		487-2220	488-6293
Facilities Mgmt. <input type="checkbox"/>		488-1948	488-9174
Risk Mgmt. <input type="checkbox"/>		922-3086	488-6293
Grants Coordinator <input type="checkbox"/>		488-9962	488-1670

PREPARED BY		NAME	
Typist	nhp		
Writer	nhp		
Reviewer	JC		
Division	Solid Waste		

Group Directors:

Kim Dressel  
Management Services

Michael Willett  
Public Works

Gary Johnson  
Community Development

Vince Long  
Administration

act Review: \_\_\_\_\_  
County Attorney

Administration Review: \_\_\_\_\_

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## Board of County Commissioners Agenda Request

Date of Meeting: April 30, 2002

To: Honorable Chairman and Members of the Board

From: Parwez Alam, County Administrator  
Michael C. Willett, Public Works Director

Subject: Gum Road Target Area Planning Committee Workshop

---

### **Statement of Issue:**

The Target Area Planning Committee (TAPC) for the Gum Road requested a workshop with the Board to present their Final Report.

### **Background:**

The Target Area Planning Committee is a group of seven citizens, each appointed by a Commissioner, the Public Works Director and the Solid Waste Division Director.

#### Committee Member

Annie Barber  
Paul Byrd  
Waldo Kinsey  
Scott Matteo  
Harold Palmer  
Rick Singletary  
John Schmook  
Mike Willett  
Jud Curtis  
Nancy Paul, staff

#### Appointed By:

Commissioner Proctor  
Commissioner Grippa  
Commissioner Sauls  
Commissioner Rackleff  
Commissioner Winchester  
Commissioner Thael  
Commissioner DePuy

The mission of the TAPC was to address impacts of siting the Solid Waste Transfer Facility in the Target Area. The Target Area is surrounded by US Highway 90 to the north, Capital Circle SW to the east, the railroad right-of-way to the south and Aenon Church Road to the west (Attachment #1). The TAPC originated from a recommendation of the Site Development Review Committee, also a citizens committee appointed by the Commission to address site specific issues related to the design and development of the Transfer Facility. The TAPC has met fifteen times since June 13, 2001, including hosting an Open House to receive comments from area residents and businesses. The TAPC received input from professionals in Land Use, Zoning, Stormwater, Utilities, Environmental features and Transportation.

Gum Road Target Area Planning Committee Workshop  
April 30, 2002  
Page 2

**Analysis:**

The findings and recommendations on the TAPC are:

**Land Use/Concurrency/Zoning**

The Gum Road Target Planning Area (TPA) is generally the area defined on the south by Gum Road, on the north by West Tennessee (US 90), on the west by Aenon Church Road and on the east by Capital Circle SW. The Gum Road TPA is located entirely within the unincorporated County. The area comprises approximately 341 acres, and includes six zoning district classifications. These zoning districts include three primarily residential classifications which are R-3 (single and two-family residential district), R-5 (standard design manufactured home and single detached residential district) and MH (standard design manufactured home park district). The remaining three zoning districts are nonresidential classifications which include CP (commercial parkway district), I (industrial district and future land use map designation) and M-1 (light industrial district). The following analysis shows the acreage of the various zoning district classifications found in the Gum Road TPA along with the overall percentage of the study area.

**Gum Road Target Planning Area  
Zoning District Classifications**

<u>Zoning District</u>	<u>TPA Acreage**</u>	<u>Percentage of TPA</u>
R-3	87	26%
R-5	34	10%
MH	25	7%
CP	132	39%
I*	13	4%
M-1	50	14%
Total	341 Acres	100%

\*I (Industrial) is also a Comprehensive Plan Future Land Use Map designation

\*\*All averages are approximate based on GIS analysis of the County's Tax Parcel Maps.

The availability of adequate public facilities to serve new development and redevelopment at a specified level of service (LOS) as established in the Comprehensive Plan is regulated and monitored through the implementation of the County's Concurrency Management System. Apart from the environmental regulation and protection issues associated with the Gum Creek Watershed, the future development and redevelopment potential of the Gum Road TPA is largely dependent upon the availability of adequate public facilities. This is especially important with regard to the availability of central water and sewer services and roadway capacity on the primary arterial and collector roadway system that serves to provide access to the Gum Road TPA.

Currently, central sewer service from the City of Tallahassee is available to the north and east of the Gum Road TPA within the corporate limits of the City. Additionally, limited City sewer infrastructure has been installed to support a planned mobile home park near the intersection of Capital Circle SW and West Tennessee Street. However, the mobile home park did not develop.

Instead, the proposed land use has been replaced by other uses and the central sewer infrastructure has not been utilized.

Transportation access to the Gum Road TPA is provided directly by the four major roadways that form the boundary of the study area. These roadways include two principal arterial roadways (Capital Circle, SW and West Tennessee Street), a major collector (Aenon Church Road) and a minor collector (Gum Road).

Presently, Capital Circle SW from West Tennessee Street to Blountstown Highway (SR 20) does not have adequate roadway capacity at the adopted LOS to support development (either residential or nonresidential) at any significant density or intensity within the Gum Road TPA. This is also the situation for the roadway segment of Capital Circle NW from West Tennessee to I-10. Intersection improvements at US 90/Capital Circle SW and Capital Circle SW/Highway 20 that were required to mitigate the offsite traffic impacts associated with the Southwood project will moderately enhance the LOS on this segment of Capital Circle SW. However, the LOS on these roadway segments will only be significantly enhanced with the addition of lanes on these facilities.

Additional roadway capacity on the presently deficient segments serving the Gum Road TPA will only provide for moderate levels of both residential and nonresidential development and redevelopment without the availability of central water and sewer service as noted above. Because this area is located within the Comprehensive Plan's designated Urban Service Area (USA), development potential in advance of adequate urban services (particularly central water and sewer) is limited. Nonresidential development is limited to 2,500 square feet per site and residential development is limited to a density of one unit per acre.

Therefore, the availability of adequate public facilities at USA levels, if provided to the Gum Road TPA, will eliminate one of the primary barriers to development and redevelopment that currently exist within the study area. This is the situation for those properties that are designated CP (Commercial Parkway) and located adjacent to West Tennessee Street (US 90) and Capital Circle SW.

The City and County recently adopted the Targeted Business Pilot Program, which reimburses certain businesses based on criteria related to job creation and salaries. This program is designed to stimulate economic development, primarily in the Southern Strategy Area. The TAPC recommends monitoring business development in the Target Area for qualification in this program.

#### **Land Use/Concurrency /Zoning Recommendations:**

1. Waive development fees for Comp Plan amendments, rezoning, subdivision, site plans and permit fees for developments within the Target Area
2. Adopt a Western Strategy for the Target Area as shown in Text Amendment and map amendment (Attachment #2)
3. Research the feasibility of implementing an Enterprise Zone for the Target Area
4. Explore the application of Transfer of Development Rights (TDR) allowing for the transference of development rights within the Target Area
5. Monitor economic development in the Target Area for compliance with the Targeted Business Pilot Program.

Attachment #4 is a Transportation Improvement Matrix that shows the existing project phase and funding status of the existing sales tax and sales tax extension projects impacting the Gum Road target planning area.

The ability to achieve the committee's desired priority is contingent upon advanced funding and possible bonding of the BP2K transportation projects. Therefore the TAPC supports these funding efforts and any other funding scenario that guarantees the desired priority. To accomplish the TAPC priority list, the committee recommends advance funding the Capital Circle SW, Highway 90 to Highway 20 planning, design and engineering and right-of-way acquisition phases such that the project will be ready to bid when monies become available in 2004.

The TAPC recommends a Comprehensive Plan text amendment for the Target Area (Attachment #2) that extends concurrency from three to 10 years. The City and County recently adopted the Target Business Pilot Program, which reimburses certain businesses based on criteria related to job creation and salaries. This program should be used to place additional emphasis on locating the Target Area. The success of this program in stimulating development in the Target Area should be monitored.

The TAPC also reviewed the possibility of a sidewalk along Aenon Church Road. It is apparent from the path along portions of the road that people are using this for pedestrian travel. The north portion of the road has residential units located along the road on private streets that connect to Aenon Church Road. According to residents, it is important to note that because of the industrial uses located south of Gum Road this road is heavily used by trucks. The TAPC recommends installation of a sidewalk on Aenon Church Road.

#### **Transportation Recommendations:**

1. Widening of Capital Circle NW and SW from I-10 south to Highway 20
2. Intersection improvement at Highway 90 West (Tennessee Street) and Capital Circle
3. Intersection improvement at Highway 20 and Capital Circle Southwest
4. Comprehensive Plan text amendment for the Target Area that extends concurrency from three to ten years.
5. Installation of a sidewalk on Aenon Church Road.

#### **Stormwater**

In February 2000, the Leon County Board of County Commissioners approved the siting of the Gum Road Solid Waste Transfer Station (SWTS) in the Gum Creek Watershed. An area within the watershed surrounding the SWTS was established as a study area and is referred to as the Target Planning Area (TPA). Leon County contracted with Camp Dresser & McKee Inc. (CDM) in May 2001 to develop a comprehensive scope of services needed to define the necessary components of a watershed management program for Gum Creek and to address recommendations of the TAPC (Phase 1). Leon County subsequently contracted with CDM (September 2001) to perform a portion of the defined Gum Creek Watershed Management Program including stormwater model update and development and ranking of alternative designs for stormwater management (Phase 2).

Agenda Item: Gum Road Target Area Planning Committee Workshop  
April 30, 2002  
Page 6

During development of the alternative designs, CDM met with the TAPC three times during their monthly meetings to discuss various aspects of the project. At the first meeting, CDM presented the Committee with 12 potential candidate sites for retrofit facilities. The TAPC provided valuable input and suggestions during the screening process of the candidate sites. Subsequent to this process, six stormwater management design alternatives were developed, evaluated and presented to the TAPC. The design alternatives were ranked based upon selected criteria including flood control, water quality benefit, environmental impact and costs. In January 2002, CDM prepared a draft of the Gum Creek Watershed Management Program – Phase 2 Letter Report for the TAPC (Attachment #5).

The seven design alternatives developed to address stormwater management within the watershed consist of stormwater ponds and/or a diversion channel. Single or multiple stormwater ponds ranging in size from 13 to 40 acres were considered to reduce flooding and provide water quality benefits within the watershed. A diversion channel linking Gum Creek to Gum Swamp was also considered to reduce flooding primarily within the TPA.

The top ranked alternative (Alternative 6) consists of two stormwater ponds (13- and 20-acres) located within the TPA and the diversion channel linking Gum Creek to Gum Swamp. Relatively high levels of flood reduction and water quality benefits are provided by this alternative.

The second ranked alternative (Alternative 4) consists of the two stormwater ponds found in Alternative 6, but does not include the diversion channel. Moderate flood reduction and high water quality benefits are provided by this alternative.

The third ranked alternative (Alternative 6A) consists only of the diversion channel (without the ponds). High levels of flood reduction and low water quality benefits are provided by this alternative.

Following completion of the alternative analysis, the TAPC also requested that CDM perform an analysis of the lateral floodplain benefits provided by Alternatives 6 and 6a. This mapping effort is currently being performed by the preparation of comparison peak stage maps between the existing (hydraulic) conditions and alternative peak stages using the two foot aerial topography provided by the County. This analysis has not yet been completed. Based on comparisons of stage recorder data and high water marks survey following Tropical Storm Allison (June 2000) to the effective FEMA 100-year flood elevations in the Gum Swamp area, a FEMA floodplain map revision may be feasible for Gum Swamp and portions of Gum Creek within the TPA. The rainfall and intensity produced by Tropical Storm Allison were similar to the 100-year design storm. A FEMA map revision in the Gum Creek Watershed would support planned development within the TPA and would likely facilitate the development of related infrastructure. It should be noted that since the Gum Creek Watershed drains to the West Ditch, a FEMA map revision for Gum Creek would be dependent upon the effective FEMA 100-year flood elevations of the West Ditch. To revise the FEMA flood map for Gum Creek the FEMA flood elevation for the West Ditch will likely be revised as well.

#### **Stormwater Recommendations:**

- 1) Revision of the FEMA floodplain map within the TPA
- 2) Implementation of Alternative 6 or Alternative 6A

### **Funding mechanisms**

The TAPC did not make a specific recommendation for funding the various projects. In several instances, primarily the highway projects, the funding sources have been designated and the TAPC's recommendations focused on the schedule. The roadway improvements also included stormwater projects intended to reduce flooding and improve water quality. Intersection improvements at Gum Road and Capital Circle are included in the Transfer Station project as is the cost of extending sewer to the Transfer Station site. Funds are also budgeted annually for sidewalks.

The two major projects recommended by the TAPC for which funding has not been identified are the revision to the FEMA flood plain map and the sewer extension along Gum Road. There are several possible scenarios for the sewer extension. The City could agree to fund this segment as a one time impact fee which would be consistent with impact fees for the power plant extension in St. Marks. The County could advance fund this segment and then recover the cost from future connections. Another option would be constructing the extension at such time as the City constructs the sewer from pump station 90 on West Tennessee Street to the Transfer Facility sewer line and then fund the extension for the western portion of Gum Road. Implementation of recommended land-use and concurrency policies and revision to the FEMA map could also enhance the economic justification of the sewer extension.

A cost estimate for the final recommendation for revising the FEMA flood plain map is being developed by CDM. A funding source for the FEMA map amendment has not been identified, however, the benefits from the study could include increased property values and corresponding revenue and design enhancement for the stormwater systems to be constructed in conjunction with the widening of Capital Circle through Gum Swamp.

### **Options:**

1. Accept recommendations of the Target Area Planning Committee Report
2. Request additional work from TAPC
3. Board Direction

### **Recommendation:**

Approve Option 1

### **Attachments:**

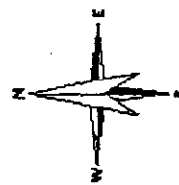
1. Map of Target Area
2. Proposed Text Amendment to Comp Plan
3. Proposed Sewer Extension
4. Traffic Matrix
5. Gum Creek Watershed Management Program Report

PA/MW/JC/nhp

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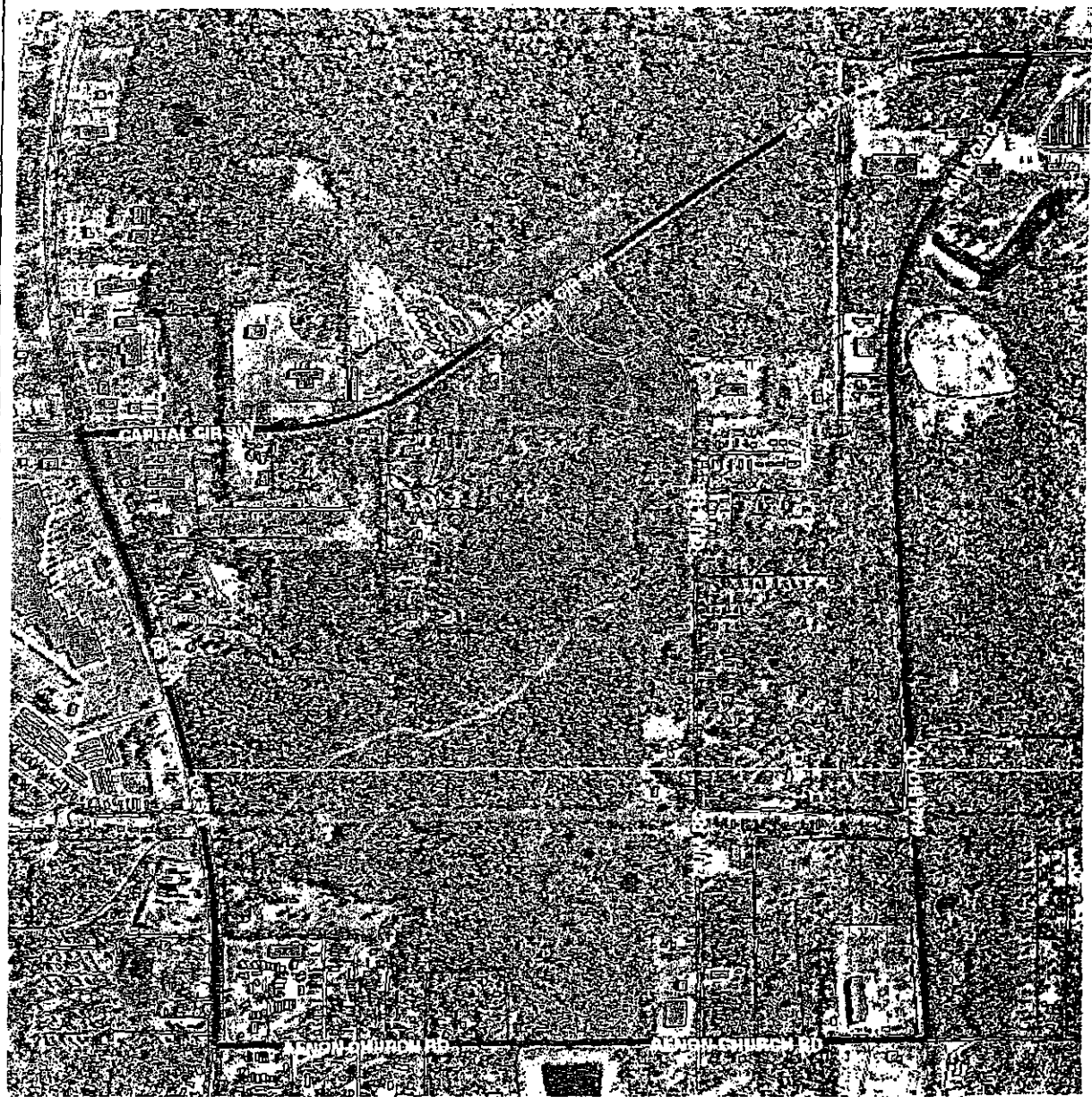
# TARGET PLANNING AREA



## Disclaimer

This product has been compiled from the most accurate sources available from the City of Tallahassee. However, while every effort is made to ensure the accuracy of the information presented, the City of Tallahassee does not warrant the accuracy of the information presented. The City of Tallahassee is not responsible for any errors or omissions in this product. The City of Tallahassee is not responsible for any damages or losses resulting from the use of this product. The City of Tallahassee is not responsible for any claims or liabilities arising from the use of this product.

Date of Aerial Photographs: January 20, 1998  
Map Compiled by: Leon County Public Works Department  
2280 MIDWAY BLVD., TALLAHASSEE, FL 32303  
Phone: (904) 488-4000



TEXT AMENDMENT#: XXXX-X-X-XXX

**PROPOSED TEXT/POLICIES:**

*(Adds New Transportation Objective 2.3.b and Policies 2.3.1.b and 2.3.2b on Page II-24 to the Transportation Element)*

**Objective 2.3.b: [T]**

In order to attract and retain jobs in the solid waste transfer target area, the City of Tallahassee and Leon County shall seek to promote quality development and redevelopment activities in the Western Strategy Area (WSA) while ensuring consistency with state mandated transportation concurrency standards.

**Policy 2.3.1.b: [T]**

Implement a long term (ten year) transportation concurrency management systems, as provided for in Section 163.3180(9)(a), Florida Statutes, which would allow the development and redevelopment of the Solid Waste Transfer target area in the WSA, subject to the following criteria:

1. The proposed project must be located within the WSA, as defined in the Future Land Use Element.
2. The project must encourage quality land development and redevelopment which results in increased population growth toward the western part of the Tallahassee urban services area, to retain and increase employment opportunities, and to attain an income mix in the Western Strategy Area that is comparable to the remainder of the urbanized County.
3. The cumulative total of new development allowed to be utilized in this provision is not to exceed one million (1,000,000) square feet.
4. The applicant for development approval must apply for site plan approval no later than five (5) years from the effective date of this comprehensive plan amendment. In order to retain the use of this provision, the site plan must receive final approval no later than one year after the date of application for site plan approval and physical development of the project site must be commenced no later than two years after final site plan approval.
5. At the time an application for development approval is received, the developer or owner of the property may be required to dedicate sufficient right-of-way (to the maintaining government entity) for future roadway widening.

6. At the time an application for development approval is received, the developer or owner of the property must provide necessary easements to accommodate public infrastructure requirements.

**Policy 2.3.2.b: [T]**

- a. If a proposed development meets the criteria under Transportation Policy 2.3.1 herein, the project may be allowed to rely upon the long-term (10 year) schedule of roadway improvements (Table 1 of the Capital Improvements Element) for the determination of whether transportation concurrency standards have been met.
- b. On an annual basis, staff from County Public Works, Transportation Planning and Growth Management shall convene in order to review and recommend updates to the long-term roadway improvement schedule in the Capital Improvements Element.
- c. If it is determined that the estimated letting date of construction of any roadway improvement listed in the long term road improvement schedule is to be delayed beyond 10 years, that the road improvement has been eliminated altogether, or that the road improvement is no longer financially feasible, the road improvement project shall be removed from the schedule during the next available comp plan amendment cycle.
- d. If, at the time of site plan application for the proposed development, it is apparent the construction of a listed road improvement has been eliminated, or if a listed road improvement has been deferred or delayed so that it is no longer scheduled for construction within 10 years, then the proposed development will not be allowed to rely upon that improvement for the determination of whether concurrency standards have been met.
- e. Under any circumstances, the applicant for a proposed development in the WSA shall be required to apply for concurrency, pay the applicable concurrency application fees, and to conduct a transportation concurrency analysis.
- f. Employers are encouraged to facilitate employment of WSA residents through providing opportunities such as job training, internships and/or apprenticeships, or housing subsidies for employees who choose to reside in the WSA.

**MAP AMENDMENT #**

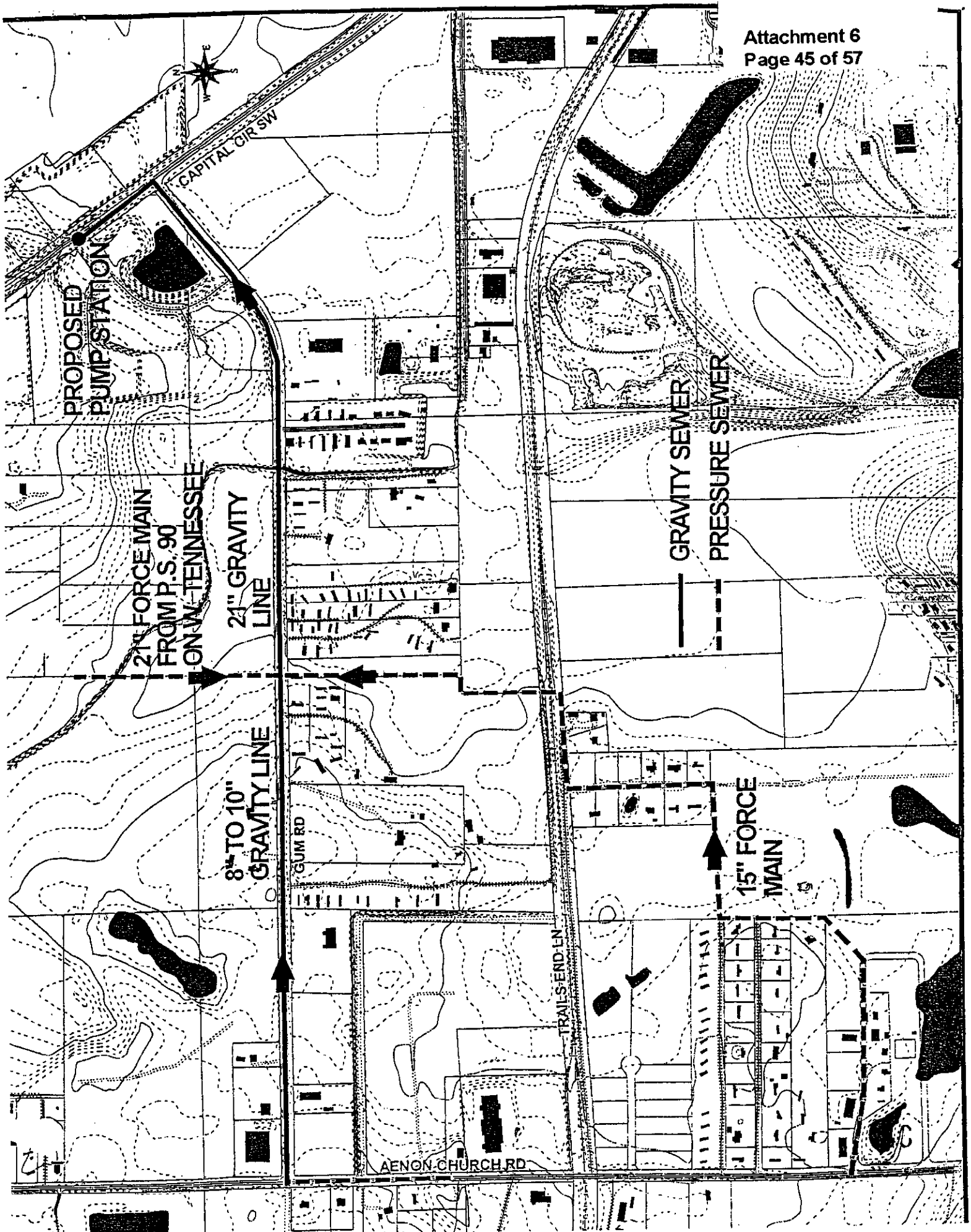
**PROPOSED MAP AMENDMENT**

*(Adds Solid Waste Transfer Station Target Area to the Western Strategy)*

**Map Amendment ~~XL~~.XX**

Includes the area around the Solid Waste Transfer facility to the Western Strategy.

See attached "proposed Western Strategy Area Boundary" map.



Solid Waste Transfer Facility - Gum Road  
TRANSPORTATION IMPROVEMENT MATRIX

July 24, 2001 (Rev. 2/25/02)  
(FASWTF2T-MATRI.WPD)

Project	Status	PD&E		Design		ROW		Construction/CEI	
		StartDate	Cost	Start Date	Cost	Start Date	Cost	Start Date	Cost
Capital Circle N.W., - I-10 to U.S. 90 SEE NOTE #1 BELOW	Design 60% Complete	Done	Done	Fall 2000	FDOT In- House	Spring 2003	\$16.9 mil advanced funded	Winter 2004	\$37.5 mil TOPS
Capital Circle N.W., - U.S. 90 to Hwy 20 (Blountstown Hwy) SEE NOTE #1 & 2 BELOW	PD&E, Design, Row and Const. unfunded. BP2K tier one project estimate \$58.2 million	FY02/03 Sales Tax Ext. If advance funded	\$866,142	FY 05/06	\$6.8 mil	FY 06/07	\$29.1 mil	FY 03/09	\$58.2 mil includes interchange @ Hwy 20
Cap. Cir. / Gum Road Intersection	Right and left turn lanes and signal			Summer 2001	\$100,000			Apr. 2002	\$300,000
*Cap. Cir. / Hwy 20 (Blountstown Hwy) Intersection Improvement which includes Jackson Bluff Road	Design 90% Complete. Project is \$1 million short -negotiating w/ Arvida	Done	Done	Done	Done	Summer 2001	\$2.1 million		Const/ CEI \$2.0 mil
Tharpe Street (Ocala to Cap.Cir. N.W.)	PD&E to start	Mar/02	\$800,000	FY03/04	\$800,000	FY04/05	\$3.5 mil	FY06/07	\$16.5 mil

\*Note 1: Blue Print 2000 (BP2K) requires developing a special transportation office responsible for developing the BP2K projects. Due to hiring difficulties it is not known when the office will be active. If things go as planned, they should start on Capital Circle NW prior to the 2004 sales tax extension going into effect.

\*Note 2: The PD&E (engineering/corridor study) for Capital Circle NW from Tennessee St. to Hwy 20 could start by October, 2002 if (1) the BP2K Intergovernmental Committee approves advance funding or bonding of the project prior to 2004; and, (2) the special transportation office is up and running.



## Memorandum

**To:** *Mr. Michael C. Willett, Director  
Leon County Public Works*

**From:** *James T. Wittig, P.E.  
Project Manager*

**Date:** *March 7, 2002*

**Subject:** *Additional Services for the Gum Creek Watershed Management  
Program – Phase 2  
Letter Report Addendum  
CDM Project No. 6021-34083*

An Addendum for additional services for the Gum Creek Watershed Management Program, Phase 2, has been included at the end of this Letter Report. This Addendum represents CDM's findings for the following tasks:

- Additional Alternative Modeling;
- Peak Stage Mapping for the Existing System; and
- Peak Stage Mapping for Two Alternatives.

Note that the table in Attachment 2 of the Letter Report has been modified and replaced to include the results from Alternative 6a.

Also, note that one copy of the predicted peak stage comparison maps for Alternatives 6 and 6A is being submitted as a separate document with this Letter Report/Addendum.

**c:** Charles E. Cook - CDM/Tallahassee  
Jaime Girardi - CDM/Tallahassee  
Brian Mack - CDM/Orlando



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January 30, 2002

Mr. Michael C. Willett, Director  
Leon County Public Works  
2280 Miccosukee Road  
Tallahassee, Florida 32308

Subject: Gum Creek Watershed Management Program - Phase 2  
Letter Report - Stormwater Model Update & Retrofit Evaluation  
for Gum Road Solid Waste Transfer Station  
CDM Project No. 6021-34083

Dear Mr. Willett:

Camp Dresser & McKee Inc. (CDM) is pleased to present our findings in this letter report to Leon County Public Works for the above-referenced project. The Background Section includes tasks that were completed for Phase 1 of the Gum Creek Watershed Management Program (GCWMP) and the scope of services developed for the comprehensive GCWMP. Tasks for Phase 2—the stormwater model update, alternatives development, public workshop, alternatives evaluation/ranking, and conclusions—are discussed in detail below.

## Background

In February 2000, the Leon County Board of County Commissioners (Board) approved the siting of the Gum Road Solid Waste Transfer Station (SWTS) in the Gum Creek Watershed. An area within the watershed surrounding the SWTS was established as a study area and is referred to as the Target Planning Area (TPA). The limits of the TPA are generally bounded by Capital Circle to the east, Highway 90 (Tennessee Street) to the north, Aeon Church Road to the west, and the CSX railroad track to the south as shown on Exhibit 1. In June 2001, the Board appointed the Target Area Planning Committee (TAPC) to study and make recommendations regarding infrastructure improvements within the TPA including sewer, land use designations, traffic, and stormwater management.

In May 2001, Leon County (County) contracted with CDM to perform Phase 1 of the GCWMP. Phase 1 tasks included: Hosting a planning meeting to develop objectives for the GCWMP; data collection and review; development of a survey plan for the TPA, if necessary; and preparation of a comprehensive scope of services to define the GCWMP plan and address recommendations of the TAPC.



## *Addendum*

# **Addendum to Letter Report**

## **Gum Creek Watershed Management Program**

### **Phase 2**

### **March 2002**

## **Background**

In January 2002, Camp Dresser & McKee Inc. (CDM) submitted the final Letter Report to Leon County (County) for the Gum Creek Watershed Management Program (GCWMP) - Phase 2. In February 2002, the County contracted with CDM to provide additional Phase 2 services. The tasks for these additional services discussed in detail below are:

- Additional Alternative Modeling;
- Peak Stage Mapping for the Existing System; and
- Peak Stage Mapping for Two Alternatives.

Additional documentation of the methodology and results referenced below may be found in the Letter Report.

## **Additional Alternative Modeling**

As part of the original GCWMP Phase 2 effort, six alternative conceptual designs were developed to improve stormwater management within the Gum Creek Watershed and the Target Planning Area (TPA). A seventh alternative conceptual design (Alternative 6a) was considered in additional Phase 2 services under this task.

Alternative 6a includes a diversion channel connecting the North Branch of Gum Creek to Gum Swamp. This alternative is similar to the previously considered Alternative 6 though it assumes no significant stormwater facilities are developed within the watershed. Previously, Alternative 6 included two stormwater facilities (Pond 2 and Pond 3). In modeling alternative 6a, a small flow attenuation area (2 acres) was assumed at the channel diversion to provide a more stable transition for the diversion.

Peak stage flood reductions for Alternative 6a were estimated using the preliminary results of the 100-year, 8-hour storm. The peak stage flood reduction results for the seven total alternatives are presented in Attachment 2 (in the Letter Report).

The qualitative ranking matrix previously developed for the conceptual design alternatives was updated to include Alternative 6a and is presented in Table 1. As indicated in Table 1, Alternative 6a provides a relatively high level of flood reduction primarily within the TPA (Attachment 2). Table 1 also indicates that Alternative 6a provides a moderate level of water quality improvement benefit due to the small attenuation area and additional filtering in Gum Swamp. Alternative 6a is associated with relatively low costs (high benefit) as the project footprint needed for construction, and land acquisition is relatively small (approximately 3 acres assumed). A moderate environmental impact score was assigned to Alternative 6a to address potential water quality considerations of the diverted stormwater.

The overall rankings of the alternatives in Table 1 are revised with the inclusion of Alternative 6a. While Alternative 6 remains ranked number 1 with a total score of 12.5, Alternative 6a becomes the second ranked alternative with a total score of 12.0. The revised ranking matrix lists Alternatives 4 and 5 as ranked number 3 and 4 (respectively) with scores of 11.5 and 11.0. Alternatives 2 and 3 are tied with the number 5 ranking with a 10.5 score while Alternative 1 is ranked number 7 with an 8.5 score.

## Existing System Peak Stage Mapping

Peak stages for the preliminary results of the 100-year, 8-hour design storm event under existing land use and hydraulic conditions were digitized into an electronic format under this task. The extent of the mapping effort included the North Branch of Gum Creek within the TPA and Gum Swamp.

Using ArcView<sup>®</sup> (Version 3.1), the boundaries of the predicted peak stages were digitized using linear interpolation between the 2-foot aerial topographic information provided by the County. Additionally, linear interpolation was used to determine the predicted peak stage between model junctions along the primary reaches of the North Branch of Gum Creek and within Gum Swamp.

## Peak Stage Mapping for Two Alternatives

Peak stages for the preliminary results of the 100-year, 8-hour design storm event under existing land use and Alternatives 6 and 6a hydraulic conditions were digitized into an electronic format under this task. The methodology used to digitize the peak stage boundaries was similar to that described above for existing conditions.

CDM prepared a set of peak stage maps showing the boundaries of existing conditions and Alternatives 6 and 6a conditions. The map set contained a total of 8 maps, four of which compare the peak stages boundaries of existing and Alternative 6 conditions, and four comparing existing and 6a conditions. A hard copy set of the maps and the digital ArcView<sup>®</sup> files were provided to the County.

Comparisons of the peak stage boundaries between existing and Alternative 6 conditions indicate a varying level of horizontal flood relief. Horizontal peak stage reductions typically range from 0 to 45 feet along the North Branch of Gum Creek within the TPA and approximately 5 feet within Gum Swamp. Horizontal peak stage reductions ranging from 250 to 300 feet occur within isolated areas of the TPA for this alternative. Existing upland areas dedicated as stormwater management facilities (Ponds 2 and 3) in Alternative 6 fall within the flood boundary in the mapping for this alternative.

Comparisons of the peak stage boundaries between existing and Alternative 6a conditions indicate a varying level of horizontal flood relief. Horizontal peak stage reductions typically range from 0 to 35 feet along the North Branch of Gum Creek within the TPA. No horizontal peak stage reduction is provided within Gum Swamp. Horizontal peak stage reductions ranging from 250 to 300 feet occur within isolated areas of the TPA for this alternative.

The peak stage maps developed under this scope of services are for planning purposes and are not meant to replace the effective Federal Emergency Management Agency (FEMA) floodplain maps. Mapping and modeling efforts assumed an initial water elevation of 50.0 feet NGVD within Gum Swamp. This elevation should be confirmed (and adjusted if necessary) during design of a stormwater management alternative. The water elevation in Gum Swamp is controlled by an adjustable control structure and can be managed.

**Table 1. Alternatives Ranking Matrix**

Alternative	Flood Reduction in TPA	Flood Reduction outside TPA	Water Quality Improvement	Implementation Considerations	Permitting Feasibility	Probable Costs	Environmental Impacts	Total Score	Rank
<b>Relative Weighting Factor</b>	<b>1.00</b>	<b>0.25</b>	<b>0.75</b>	<b>1.00</b>	<b>1.00</b>	<b>0.75</b>	<b>0.50</b>		
Alternative 1 Pond 1 (Total 40 acres)	1	2	1	2	2	1	3	8.5	7
Alternative 2 Pond 2 (Total 13 acres)	1	1	2	2	2	3	3	10.5	5
Alternative 3 Pond 3 (Total 20 acres)	1	1	2	2	2	3	3	10.5	5
Alternative 4 Ponds 2 and 3 (Total 33 acres)	2	1	3	2	2	2	3	11.5	3
Alternative 5 Ponds 1, 2, and 3 (Total 73 acres)	2	2	3	2	2	1	3	11.0	4
Alternative 6 Gum Swamp Diversion and Ponds 2 and 3 (Total 36 acres)	3	1	3	2	2	2	3	12.5	1
Alternative 6a Gum Swamp Diversion (Total 3 acres)	3	1	2	2	2	3	2	12.0	2

**Relative Weighting Factor:**

1 = Low Benefit

2 = Moderate Benefit

3 = High Benefit

## Conclusions

Based on the results of this study, it appears that there may be opportunities within the Gum Creek Watershed and the TPA to improve the management of stormwater. Specifically, flood reduction and water quality improvements may be achieved by implementing one or more of the preliminary alternative designs evaluated herein. The seven evaluated alternatives were ranked according to seven specified stormwater management criteria (Table 1). Alternative 6 (Diversion Channel with Ponds 2 and 3) is ranked number 1 while Alternative 6a (Diversion Channel) is ranked number 2. Alternative 5 (Ponds 1, 2, and 3) is ranked number 3 and Alternative 2 (Pond 2) and Alternative 4 (Ponds 2 and 3) are tied for the number 4 ranking. Common to the two top-ranked alternatives is the Diversion Channel. Common to three of the top four ranked alternatives is Pond 2. Pond 3 is common to two of the top four alternatives. A phasing approach, which implements one stormwater component at a time, may be effective in addressing stormwater management.

A review of the effective FEMA Flood Insurance Rate Map (FIRM) for Leon County and incorporated areas (effective November 19, 1997) indicates that a FEMA floodplain map revision may be feasible for Gum Swamp and portions of Gum Creek within the TPA. An application for floodplain map revision to FEMA would likely require additional evaluation and survey within the Gum Creek Watershed (as described above) to reflect current hydrologic and hydraulic conditions. Further, greater reductions of the effective floodplain elevations may be demonstrated in the FEMA application with the implementation of stormwater management alternatives that provide moderate to high flood stage reduction.

Finally, FEMA floodplain map revisions in the Gum Creek Watershed will depend on the effective flood elevations in the West Ditch (the Gum Creek receiving waters). CDM understands that there may be efforts underway by others to revise the FEMA floodplain elevation in portions of the West Ditch. These revisions, if implemented by FEMA, may affect potential revisions of the Gum Creek floodplain.

## Board of County Commissioners Agenda Request 24

**Date of Meeting:** May 28, 2002

**Date Submitted:** May 23, 2002

**To:** Honorable Chairman and Members of the Board  
**From:** Parwez Alam, County Administrator  
Michael C. Willett, Public Works Director  
**Subject:** Ratification of Actions Taken at the Gum Road Target Area Planning Committee Workshop

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**Statement of Issue:**

This item seeks Board approval to ratify actions taken at the April 30, 2002 Workshop on the Gum Road Target Area Planning Committee (TAPC) Final Report and Recommendations.

**Background:**

The Board of County Commissioners (BCC) held a Workshop on April 30, 2002. The purpose of this workshop was to provide the Commission with information and options concerning infrastructure improvements within and surrounding the Solid Waste Transfer Facility and Gum Swamp.

The mission of the TAPC was to address impacts of siting the Solid Waste Transfer Facility in the Target Area. The Target Area is surrounded by US Highway 90 to the north, Capital Circle SW to the east, the railroad right-of-way to the south and Aenon Church Road to the west. The TAPC originated from a recommendation of the Site Development Review Committee, also a citizens committee appointed by the Commission to address site specific issues related to the design and development of the Transfer Facility. The TAPC has met fifteen times since June 13, 2001, including hosting an Open House to receive comments from area residents and businesses. The TAPC received input from professionals in Land Use, Zoning, Stormwater, Utilities, Environmental features and Transportation.

**Analysis:**

At the Workshop, Scott Matteo and Waldo Kinsey, representing the TAPC, presented summary findings and recommendations for improvements. The Board unanimously accepted the recommendations of the TAPC regarding four areas:

- Land Use/Concurrency/Zoning
- Water & Sewer
- Transportation
- Stormwater

along with potential funding mechanisms to facilitate their recommendations.

The recommendations made by the TAPC at the Commission Workshop were:

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**Land Use/Concurrency /Zoning Recommendations:**

Waive development fees for Comp Plan amendments, rezoning, subdivision, site plans and permit fees for developments within the Target Area

Adopt a Western Strategy for the Target Area as shown in Text Amendment and map amendment

Research the feasibility of implementing an Enterprise Zone for the Target Area

Explore the application of Transfer of Development Rights (TDR) allowing for the transference of development rights within the Target Area

Monitor economic development in the Target Area for compliance with the Targeted Business Pilot Program.

**Water/Sewer Recommendations:**

Construct the sewer extension along Gum Road to Aenon Church Road.

Investigate grants or other funding sources to pay water and sewer tap fees for single family residences.

**Transportation Recommendations:**

Widening of Capital Circle NW and SW from I-10 south to Highway 20

Intersection improvement at Highway 90 West (Tennessee Street) and Capital Circle

Intersection improvement at Highway 20 and Capital Circle Southwest

Comprehensive Plan text amendment for the Target Area that extends concurrency from three to ten years

Installation of a sidewalk on Aenon Church Road

**Stormwater Recommendations:**

Revision of the FEMA flood plain map within the TPA

Implementation of Alternative 6 or Alternative 6A

**Funding mechanisms**

The TAPC did not make a specific recommendation for funding the various projects. In several instances, primarily the highway projects, the funding sources have been designated and the TAPC's recommendations focused on the schedule. The roadway improvements also included stormwater projects intended to reduce flooding and improve water quality. Intersection improvements at Gum Road and Capital Circle are included in the Transfer Station project as is the cost of extending sewer to the

Transfer Station site. Funds are also budgeted annually for sidewalks.

The two major projects recommended by the TAPC for which funding has not been identified are the revision to the FEMA flood plain map and the sewer extension along Gum Road. There are several possible scenarios for the sewer extension. The City could agree to fund this segment as a one time impact fee which would be consistent with impact fees for the power plant extension in St. Marks. The County could advance fund this segment and then recover the cost from future connections. Another option would be constructing the extension at such time as the City constructs the sewer from pump station 90 on West Tennessee Street to the Transfer Facility sewer line and then fund the extension for the western portion of Gum Road. Implementation of recommended land-use and concurrency policies and revision to the FEMA map could also enhance the economic justification of the sewer extension.

A cost estimate for the final recommendation for revising the FEMA flood plain map is being developed by CDM. A funding source for the FEMA map amendment has not been identified, however, the benefits from the study could include increased property values and corresponding revenue and design enhancement for the stormwater systems to be constructed in conjunction with the widening of Capital Circle through Gum Swamp.

**Options:**

1. Ratify the actions taken by the Board at the April 30, 2002 Gum Road Target Area Planning Committee Workshop
2. Do not ratify the actions taken by the Board at the April 30, 2002 Gum Road Target Area Planning Committee Workshop
3. Provide other direction to staff

**Recommendation:**

Option # 1.





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### **Water and Sewer**

The Target Planning Area (TPA) is located within the Urban Services Area (USA) which is intended to provide for the orderly expansion of water and sewer. Currently, City water is available throughout the TPA but sewer access is limited to a few parcels situated along West Tennessee Street.

The City had previously included a proposed sewer extension to serve the Gum Road area in its Capital Improvement Projects. However, in 1999 the City removed the Gum Road sewer extension from the list of proposed projects, in part based on an increase in the FEMA flood elevations for the area. The increased flood elevation reduced the buildable area and the economic potential of the sewer extension. The TAPC's recommendation to review the FEMA flood plain map, as well as traffic concurrency, should further the economics of a sewer extension.

A preliminary sewer extension plan has been presented to the TAPC. The plan (Attachment #3) was prepared by the City and provides for a sewer extension from the Transfer Facility along Gum Road to the Aenon Church Road intersection. The proposed extension includes approximately 3000 feet of either eight or 10-inch gravity sewer and approximately 3000 feet of 21-inch gravity sewer. As proposed, the 21 inch gravity line would include capacity to handle flows from an existing force main serving development along West Tennessee Street that is near capacity. The additional capacity will also serve new development west of Capital Circle and north of West Tennessee Street including Northwest Passage and Hopkins Crossing. The City's estimated cost is \$420,000 plus engineering and permitting costs. The project is recommended by the TAPC.

Should the sewer extension be constructed, the TAPC recommends the County investigate grants or other funding sources to pay water and sewer tap fees for single family residences within the Target Area.

### **Water/Sewer Recommendations:**

1. Construct the sewer extension along Gum Road to Aenon Church Road.
2. Investigate grants or other funding sources to pay water and sewer tap fees for single family residences.

### **Transportation**

When the citizens of Tallahassee/Leon County approved the extension of the One Penny Local Option Sales Tax and the Blue Print 2000 and Beyond (BP2K) list of transportation, stormwater and greenway improvements contained in the Blue Print 2000 report, the widening of Capital Circle NW, SW and the intersections at West Tennessee Street, Highway 20/Blountstown Highway and Jackson Bluff Road were included in that list as top priorities.

The TAPC wants the above noted projects and the two projects shown below to remain as top priorities. The Gum Road intersection improvement is a collaborative effort between Florida Department of Transportation and Leon County. (The upcoming Tharpe Street Corridor Study is a County initiative.)